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ABSTRACT

During 1985 and 1986, the Queensland Board of Teacher Education undertook a major review of teacher education and certification in Queensland. The report analyzes the social and educational trends emerging in Australia and formulates a view of the desirable roles and competencies of teachers in the future. Full recognition of teaching as a profession is emphasized. Recommendations are made for the future recruitment, selection, professional preparation, and certification of teachers. Summary and recommendations of the Board are presented. Chapters include: (1) The Continuing Focus on Teacher Education; (2) The Teaching Profession and Teacher Education; (3) The Future Contexts of Teaching; (4) The Teachers in Their Schools and Communities: Teacher Roles and Teacher Qualities; (5) Quality Teachers: Recruitment and Selection; (6) Quality Teachers: Initial Teacher Education; (7) Quality Teachers: Continuing Professional Development; (8) Quality Teachers: Teacher Educators and Teacher Education Institutions; (9) Quality Teachers: The Registration of Teachers; and (10) Review Processes in Teacher Education. Fourteen tables and seven figures are provided. The appendixes include material on the work of the Board as well as the following items: (1) an extensive chart summarizing concerns in major reports on teacher education (including three U.S. reports); (2) an outline of teacher roles and qualities; and (3) an outline of teacher registration legislation. (MT)

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PROJECT 21:

TEACHERS FOR THE TWENTY-FIRST CENTURY

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TEACHERS FOR THE TWENTY-FIRST CENTURY

Board of Teacher Education
Toowong, 1987.

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BOARD OF TEACHER EDUCATION

QUEENSLAND

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31 March 1987

The Honourable L.W. Powell, M.L.A.,
Minister for Education,
Parliament House,
BRISBANE. Q. 4000.

Dear Minister,

On behalf of the Board of Teacher Education, I am pleased to present to you our Report **Project 21: Teachers for the Twenty-First Century.**

In accordance with our terms of reference, we have considered the social and educational contexts for Queensland schools in the next twenty-five years and their implications for the profession of teaching; we have made recommendations for the future development of teacher education in Queensland; and we have recommended teacher registration policy changes designed to ensure that the teachers of the future will gain the education, experience and competencies needed to fulfil their professional roles.

We thank you for the support and encouragement you have given us in undertaking this task.

Yours sincerely,

B. H. Watts

B.H. WATTS, O.B.E.,
Chairman, for the Board.

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PREFACE

In presenting our Report, we would draw attention to the fact that in our membership we represent, as does the general community, a wide cross-section of views. The conclusions and recommendations we have derived represent the Board's agreed positions, although inevitably not all members would endorse every statement.

ACKNOWLEDGEMENTS

The Board is grateful to the many persons who, either individually or as representatives of organisations, took the time and trouble to prepare submissions, to attend public meetings or to take part in working party discussions in order to share with us their thinking on the important issues raised in our terms of reference.

We were extremely well served throughout the project by all members of the Board's staff, in particular by:

- Maureen Bella, who was seconded to provide executive and professional support from the inception of the project until September 1986;
- Debra Cunningham, who provided professional assistance during the preparation and editing of our Report;
- Greg Duck, who helped us with statistical and other research data and served as a critical friend during the drafting of our Report;
- Jackie Sorensen, who typed a multitude of discussion papers and working party reports for Project 21 as well as successive drafts and this final version of our Report.

PROJECT 21: TEACHERS FOR THE TWENTY-FIRST CENTURY

SUMMARY AND RECOMMENDATIONS

During 1985 and 1986, the Queensland Board of Teacher Education undertook a major review of teacher education and registration in Queensland. Against a background of heightened interest in education and within a context of rapid technological and social change, we believed it was timely for us to review teacher education policies and practices and to take a fresh look at the system of teacher registration to ensure that the needs of society, of the schools and of the teaching profession could continue to be met (Chapter 1).

This brief summary will, we hope, give some indication of the scope of our Report as well as presenting our recommendations. We would, however, urge readers to recognise the difficulty of reducing a substantial report to a few pages and to be aware of the limitations arising from reading recommendations without taking cognisance of the detailed discussion from which they derive their full meaning and intent.

Introduction

Our review has led us to a reaffirmation of our vision of **teaching as a profession** (Chapter 2).

The Report presents an analysis of the **social and educational trends** which are emerging in Australia in the late 1980s and which are the subject of numerous major reports and extensive public and professional debate (Chapter 3). On the basis of this analysis, we have formulated a view of the desirable **roles and competencies of teachers** who will be teaching in the later years of this century and in the early years of the twenty-first century (Chapter 4). These considerations highlight the increasingly important and complex role teachers are expected to play in the community and the need to staff our schools with teachers of the highest quality. We consequently emphasise the importance of the full recognition of teaching as a profession, a recognition which must derive from the calibre of those who teach and also the conditions under which they work and the community's perception of the status of teaching and of teachers.

Our recommendations for the future recruitment, selection, professional preparation and registration of teachers are guided by our firm belief that the attainment by teaching of full professional status will be a critical factor in determining the quality of education in the years that lie ahead.

Teacher recruitment and selection (Chapter 5)

At the public meetings held in conjunction with Project 21 and in the submissions we received, there was widespread agreement that selection for entry to pre-service teacher education programs should be based on attributes additional to the Tertiary Entrance score. From our analysis of the roles and competencies required of teachers, we strongly endorse these views. The almost universal dependence on a single criterion (the TE score) for entry to teacher education denies the importance of the other qualities which are essential to effective teaching. At the same time, we hold the view that the teaching profession would benefit if a higher proportion of the more able school leavers than at present were to be attracted into teaching. Our recommendations are intended to broaden the criteria for selection into pre-service teacher education programs and to make teaching a more attractive career choice.

In Chapter 5 of our Report, we recommend

1. that in conjunction with the profession, employing authorities, teacher education institutions and teacher organisations the Board promote the image of the teaching profession through sponsoring or encouraging the further development of activities such as:
   - the encouragement of teachers and the profession to take an active role in recruitment, through nurturing and supporting the interest of young men and women in teaching as a career, particularly those able students who display relevant personal characteristics such as warmth, creativity, concern;
   - the encouragement of work experience programs for secondary school students in innovative and supportive schools which create for the students the opportunity to appreciate the excitement and complexity of the teaching role;
   - a scrutiny of all currently available careers information on teaching and the production of videotapes and other materials which seek to convey the challenge and the professional rewards of teaching and the current and emergent career possibilities within the profession;
   - the encouragement of teacher education staff in higher education institutions to visit secondary schools and to discuss with school students the goals and processes of their programs;
   - the encouragement of teacher education staff in multidisciplinary higher education institutions to establish and maintain dialogue with able undergraduate students who might be attracted to a career in teaching and to foster a range of activities for these students which would allow them to explore this interest;
   - the institution of annual seminars for able Year 11 and 12 students, nominated by their schools, held at Townsville, Rockhampton, Toowoomba and Brisbane, the purpose being to foster their interest in teaching, to create the opportunity for them (through discussions with senior officers, academics and teachers) to share in a sense of excitement about the role of education in society and their potential contributions.

2. (a) that consultations be held among business and industry groups, teacher education institutions, school authorities, teacher organisations and professional associations, to devise ways of stimulating increased interest in the teaching of mathematics and science;

   (b) that community, service and business organisations be requested to consider ways in which they might collaborate with teacher education institutions to enhance the image of teaching.

3. (a) that a new selection system for entrance to teacher education be developed and trialled;

   (b) that selection trials involve use of multiple criteria, particular consideration to be given to combinations of:
   - TE scores,
   - data from school reports on school achievements, interests, concern for children, talents, interpersonal relationships, oral and written communication skills,
   - data derived from standardised tests on higher mental abilities, creativity and flexibility,

- **data derived from interviews on communication skills, commitment, self-confidence.**

4. (a) that in 1987 the Board convene a conference to which would be invited representatives of the higher education institutions offering teacher education programs to discuss the Board's proposals for selection;

If one or more of these institutions expressed positive interest, then

(b) that a conference be convened to which would be invited representatives of teachers, teacher organisations and employing authorities to discuss the proposals;

If the approval of this conference were gained and if the willingness of school staff to be involved in the selection process were established, then

(c) that the Board establish a Working Party in 1987 composed of teacher educators, employing authorities, teachers, teacher organisations and community members to make recommendations on the selection criteria to be used and to develop relevant procedures, rating scales and instruments; and

(d) that there be widespread publicity of the rationale underlying the proposed changes and the procedures as recommended by the above Working Party.

5. (a) that a higher education institution offering initial teacher education be invited to trial selection procedures incorporating the Board's preferred set of criteria for its 1989 entrants to teacher education; and

(b) that there be a thorough evaluation of the pilot scheme.

6. that amended selection procedures be monitored through longitudinal studies.

Initial teacher education (Chapter 6)

We have conceptualised initial teacher education as a three-phase program which entrants to the teaching profession must complete if they are to be regarded as full members of the profession. This program includes:

(i) a pre-service course which provides an initial understanding of education, curriculum and pedagogy appropriate to the needs of a teacher at the beginning of his or her career;

(ii) a period of guided induction into teaching and the early years of teaching experience; and

(iii) the subsequent completion of further formal studies which draw on experience to provide a level of knowledge and understanding of education which is essential for autonomous professional functioning but which cannot be achieved at the pre-service stage.

A. Principles for initial teacher education

In making our recommendations, we have concentrated on the formulation of broad principles which, in our view, should guide the planning and implementation of initial teacher education programs.

We consider that there would be substantial benefits to employing authorities, to the profession and to teacher educators if a genuine **collaboration** among all three groups could be established. Such collaboration would recognise their complementary roles and responsibilities in the provision of the total teacher education program including the pre-service phase, the early induction into the profession and the continuing development of teachers. Moreover, it is our judgment that the vitality of teacher education programs would be enhanced if there were wide consultation involving not only these groups but also parents and members of the general community. Such consultations would assist teacher educators to be responsive to developments in society and in schooling and would help to ensure that prospective teachers were also attuned to contemporary school situations and, moreover, sensitive to the wide diversity among their clientele.

In order to provide a framework for institutions in planning the **content and processes** of the initial teacher education program, we have mapped out both the range of major goals and the diversity of complementary studies, activities and experiences needed to promote the achievement of those goals.

At the forefront of the planning and implementation of all elements of the program must be the development in prospective teachers of a commitment to, and skills in, **autonomous learning** and a **reflective critical orientation to teaching.** Each teacher will have his or her own individual style and it is important that the programs be planned and conducted in such a way as to foster this distinctiveness and to capitalise upon the personal talents and interests of all members of the student teacher body.

There is need for a cohesive, planned program of **liberal studies** which should foster critical and reflective capacities, aesthetic sensibilities and an appreciation of the diverse modes of human experience and expression, creativity and a deep valuing of learning and ideas. Teachers must develop those intellectual qualities that characterise well-educated people and must, moreover, achieve an informed awareness of the critical issues in the society; they must be culturally literate and technologically competent.

One particular challenge facing the teacher education institutions is to ensure that prospective teachers acquire mastery of the substantive and syntactic **structures of the disciplines** they will teach. The meeting of this challenge will, we believe, require a reform of the teacher education curriculum, particularly the subject discipline studies. The reform of this component of the curriculum will require a collaborative effort, involving scholars in the various subject disciplines and teacher education scholars. We have therefore recommended the establishment of a task force to address this issue.

In the area of **professional studies,** we urge continuing monitoring of programs to meet the challenges of standards, balance, integration and sequence. Key elements include:

- knowledge of human growth and development;
- knowledge of theories of education and of teaching;
- knowledge and understanding of curriculum design and pedagogical practices;
- teaching competencies;
- commitment to, and skills in, a reflective critical orientation to teaching;
- competencies and attitudes appropriate to productive interactions with parents and community.

The use of **case theory** in teacher education can make a valuable contribution to the integration of theory and practice: it has the potential to illuminate both the practical and the theoretical. We have recommended the establishment of a task force to explore the use of case theory and to initiate the development of an Australian case literature in the field of education.

The cooperative approaches between teacher educators and employing authorities that we have advocated would lead to the possibility of creating more effective **teaching experiences** for student teachers.

Collaborative arrangements might, for example, include:

- the designation of some schools, in consultation with teacher educators, as specialist teaching experience schools, with the recognition of this function incorporated in staffing formulae and in the appointment of highly competent and innovative staff (including master teachers whose roles might well include a special responsibility in this area);
- the recognition of a larger number of schools, additional to the above, as being involved extensively in the pre-service program, again in consultation with teacher educators, again with a staffing formula which recognises this additional role;
- the recognition of excellence in supervision as one promotion criterion;
- a more extended system than that which presently operates of involvement of teachers in the on-campus programs and of teacher educators in the schools.

The experiential aspects of the teacher education program include a number of components, each making a distinctive contribution to the development of teacher competencies. **Teaching situations on campus or in campus-associated facilities** include microteaching, peer tutoring and teaching of visiting groups of school students. **School experiences** serve to introduce the student teacher to an understanding of the broad contexts of schools, their administration and their characteristic activities. This program needs to be planned to provide each student teacher with experience in a diversity of schools and at a diversity of times throughout the year. **Teaching experiences** provide opportunities for student teachers to acquire the skills of guiding children's learning and promoting their development.

We have noted that several major constraints continue to impede the full realisation of the goals of school-based teaching experience currently endorsed by program planners. We consider that the possibility of overcoming these constraints under the present conditions is highly problematic and have therefore recommended **a fundamental reconsideration of the goals of teaching experience and of the ways in which these might most effectively be achieved.** We also believe much more can be done to exploit the **contribution of new technologies**. These technologies offer the potential of more effective means than traditional activities of securing some of the goals related to the achievement of an understanding of, and competence in the performance of, the teaching role.

In addition to these three campus- and school-based components of teacher education programs, **other field experiences** with children, youth and adults can make a major contribution to the initial preparation of teachers. We have therefore urged teacher education institutions to give explicit recognition to the need for and the place of non-school-based field experiences as part of the total teacher education curriculum. In making this recommendation, we realise the need for counsellors to be appointed to advise student teachers on appropriate placements and to monitor their programs.

The **climate of the teacher education institution** is of crucial importance. It should characteristically be a stimulating and scholarly environment which embodies a valuing of enquiry, reflection and concern for humanity and which provides rich access to the cultural resources, ideas and ideals of the nation. It should be grounded in concepts and understandings from contemporary theory and research and the best of modern practice. Staff practices should embody exemplary models of pedagogy; moreover, staff should be modern educators, capitalising fully on the available technology which can transform teaching and learning.

The Board recommends

7. that the following principles guide the development and implementation of initial teacher education programs:

7.1 that initial teacher education be a joint responsibility of teacher education institutions, employing authorities and the profession;

7.2 that the planning and evaluation of initial teacher education programs be a collaborative process whereby staff members of higher education institutions consult with schools, teachers, teacher education students, employing authorities, teacher organisations, parents of school children, and members of the general community who are able to represent a range of community attitudes and interests;

7.3 that there be a careful articulation among the various phases of initial teacher education, the design of each phase to take explicit account of the content and processes of the preceding and following phases;

7.4 that initial teacher education prepare teachers for specified age ranges;

that students, however, be made aware of the curricula and teaching approaches appropriate for pupils in age ranges other than the one for which they are being specifically prepared, without detracting from the thoroughness of this specific preparation;

7.5 that initial teacher education prepare students for a context characterised not only by continuities with the past but also by rapid social and educational change;

that it be responsive to developments in schools and society, to government initiatives and to emerging roles for teachers; and thus

that it enable teachers, with appropriate school system support, to play an effective role in changing schools;

7.6 that initial teacher education promote in students a sensitivity to the wide variation in personal characteristics among children and provide a preparation for the effective teaching of pupils with a variety of educational needs;

that, to this end, programs provide both theoretical knowledge of, and teaching and other field experiences with, pupils of varied ages, ability, behaviour, social background and culture;

7.6.1 that teacher education institutions consider the formation of a task force

- to address the challenge of making all elements in the teacher education program responsive to societal and educational changes and to the needs of the diversity of students attending school, and
- to produce guidelines to assist teacher educators and those who offer staff development programs;

7.7 that initial teacher education programs be conducted in such a way that they make use of the individual talents and interests of prospective teachers and help them to develop their own teaching styles;

7.8 that the processes adopted in initial teacher education programs encourage students to take an active role in their own learning both during the professional preparation program and subsequently throughout their professional careers;

7.9 that initial teacher education programs be based on concepts and understandings from the best currently available educational theory, research and practice;

7.9.1 that there be an extension of intra- and inter-institutional collaboration among staff in teacher education institutions with a view to the provision of mutual assistance in meeting the challenge of continuous updating of knowledge and the incorporation of that knowledge into their programs;

7.10 that the teacher education program present exemplary models of pedagogy;

7.11 that initial teacher education promote in students an informed awareness of the interdependence of theory and practice;

7.12 that initial teacher education provide for the development of the knowledge, competencies, attitudes and values required for the early years of teaching;

that, to this end, initial teacher education include each of the following areas: liberal studies, subject disciplines, professional studies and teaching competencies;

that the total program provide an integration of these elements; and

that the depth and rigour of these studies be commensurate with the standards obtaining in undergraduate programs in higher education;

7.12.1 that the teacher education institutions consider the formation of a task force of scholars to determine the specific needs of prospective teachers for an understanding of the disciplines and to develop a curriculum which would enable these students to achieve mastery, appropriate to their purposes;

that such a task force address also the ways in which teacher education students can develop those understandings which will enable them to transform that knowledge about knowledge into curricula for students of varying developmental stages;

7.12.2 that teacher education institutions give consideration to the establishment of a task force consisting of scholars and reflective practitioners to explore the utility of case theory in teacher education and to initiate the development of an Australian case literature;

7.12.3 that a task force of teacher educators be established to explore the possibility of the collaborative development of high quality materials which capitalise on the latest available educational technology for use in teacher education programs;

7.12.4 that there be instituted discussions among teacher education institutions, teacher organisations and employing authorities, with a view to determining ways in which the supervision of teaching experience could be incorporated as an integral part of their teaching role for those staff involved in this aspect of pre-service teacher education;

7.12.5 that there be a fundamental reconsideration of the goals of the teaching experience in the pre-service phase of teacher education and the determination of procedures that will enable goal achievement;

7.12.6 that teacher education institutions give consideration to the development of a non-school-based field experience component which would be regarded as a core part of the teacher education program;

7.13 **that school systems and schools make specific provision for the guided induction of beginning teachers.**

B. Models for initial teacher education

Queensland teachers may currently complete their pre-service program through a variety of patterns of study. We support this diversity.

In the light of our vision of teaching as a profession, and after considering the implications of the principles enunciated above, we cannot escape the conclusion that, as we look towards the twenty-first century, **the minimum period of formal study included in the initial preparation of our teachers should be four years, leading to a degree in education.**

While supporting a **variety of models** for initial teacher education, we advocate that **our recommended minimum of four years of formal studies should not be achieved solely in the pre-service phase.** We consider that the model proposed by the Bassett Committee which reviewed teacher education in Queensland in 1978 is most likely to lead to the achievement of the goals which have guided our statement of principles for the development of initial teacher education programs. Under this model teachers undertake their pre-service preparation (in either a concurrent or an end-on program) and then, after experience as teachers, undertake further formal studies, thus completing their initial teacher education.

We would, however, hope that, by the year 2000, not only would the minimum of four years' formal study in initial preparation be firmly established, but that there would be a marked change in the formal qualifications of the teaching force with

- virtually all teachers possessing an education degree;
- a significant cadre of teachers with double degrees (e.g. B.A., B.Ed.; B.Sc., B.Ed.) and thus studies in depth in both education and the subject disciplines;
- an increasing proportion with an education degree and a postgraduate diploma or a masters degree in an area of specialisation;
- a noticeable proportion with double degrees and postgraduate studies either in education or in a subject discipline.

We recommend

8. **that initial teacher education be formally recognised as consisting of three phases: a pre-service course, early teaching experience and further formal studies in education.**

9. (a) **that students enrolling in the three-year undergraduate pre-service teacher education courses**
   - **be enrolled in a Bachelor of Education degree program,**
   - **be granted, after completion of the pre-service phase, an interim award of Diploma of Teaching,**
   - **engage in a period of teaching before continuing their formal studies in education,**
   - **be awarded, on completion of the final year of the program, the Bachelor of Education degree, which will supersede the interim Diploma award, thus completing their initial teacher education;**

   (b) **that students enrolling in postgraduate pre-service teacher education courses of less than two years' duration, or in joint programs incorporating such courses**

- be enrolled in an education degree program,

- be granted, after completion of the pre-service phase, an interim award of Graduate Diploma in Teaching or Diploma in Education,

- engage in a period of teaching before continuing their formal studies in education,

- be awarded, on completion of the final year of the program, the education degree, which will supersede the interim Graduate Diploma or Diploma award, thus completing their initial teacher education;

(c) that students enrolling in a course leading to a degree in a field other than education* which includes a concurrent teacher education program equivalent to a pre-service graduate diploma course

- be enrolled in a combined degree program,

- be awarded, on completion of the pre-service phase, their first degree,

- engage in a period of teaching before continuing their formal studies in education,

- be awarded, on completion of their further studies in education, an education degree, thus completing their initial teacher education;

(d) that students enrolling in an integrated four-year pre-service teacher education course leading to a degree in education

- be enrolled in a Bachelor of Education degree program,

- be awarded, on completion of the pre-service phase, a Bachelor of Education degree,

- engage in a period of teaching before continuing their formal studies in education,

- be awarded, on completion of their further studies in education, an appropriate postgraduate award, thus completing their initial teacher education.

10. that all present programs be examined by the teacher education institutions with a view, where need be, to modifying these so that:

- an integrated initial teacher education program, with a coherent interrelationship among its three phases (pre-service, early experience, further formal studies) is offered;

- the programs reflect the principles enunciated in Recommendation 7;

- all formal studies throughout the pre-service and in-service phases reflect the quality and standards to be expected in a degree program; and

- due consideration is given to ways of facilitating the completion of the program by teachers during the early years of their careers.

We realise that there are a number of practical **constraints** which may impede the full implementation of this model of initial teacher education. We have offered a number of suggestions for consideration by teacher education institutions and employing authorities as possible ways of helping teachers to complete their studies. We also recommend

---

* e.g. B.Agr.Sc., B.H.M.S.(Ed.), B.Mus.(School Music)

11. **that funding authorities give the highest priority to increased allocation of places to teacher education in Queensland so that -**

    (a) **all commencing teacher education students will have the opportunity to complete their final-year degree studies within a reasonable time after commencing their teaching careers; and**

    (b) **all teachers currently teaching will have the opportunity to complete a post-experience year of formal study.**

It is our view that it is extremely difficult to achieve the goals of professional preparation in a **one-year end-on program** of forty weeks or less and we therefore recommend

12. **that teacher education institutions consider ways in which the time available for formal studies and for teaching, school and other field experiences in end-on pre-service teacher education courses might be extended.**

Continuing professional development of teachers (Chapter 7)

There was widespread endorsement, in the Project 21 meetings and submissions, of the need for teachers to advance their professional growth. We share this perspective. The phase of initial teacher education must be followed **by continuing professional development throughout teachers' careers,** as they engage in critical reflection upon their practices and as they address the complex issues which arise day-by-day and year-by-year in the school situation.

The principles relating to continuing professional development which we have formulated were shaped by our view of **the teacher as a professional, responsible for his or her own growth.** This view argues that teachers as professionals will take responsibility for the services they are delivering to their clients, and will therefore seek access to a wide range of avenues by which to pursue their own professional growth and through which to meet the emerging requirements of their individual roles and career aspirations. The principles are thus oriented towards a developmental rather than a deficit orientation.

As in the case of initial teacher education, in our recommendations for the continuing professional development of teachers we have concentrated on the formulation of broad principles. In enunciating these principles, **our aim is to help promote the creation of an environment which supports and encourages professional growth.**

Our recommendations are

13. **that the following principles be adopted in the future development of policies for the continuing professional development of teachers:**

    13.1 **that professional development be recognised as an ongoing process essential to every teacher throughout his or her career;**

    13.2 **that stimulus to the continuing professional development of teachers be provided through a diversity of activities, including the whole range of self-structured and system-organised, self-initiated and system-initiated, informal and formal, non-award and award activities which can be undertaken by educators to advance their professional development during their working lives;**

    13.3 **that, as members of a profession, teachers collectively and individually recognise that they bear the ultimate responsibility for their ongoing professional development;**

    that systems and employing authorities recognise their complementary responsibility of ensuring that teachers are able to participate in appropriate in-service opportunities, especially when system initiatives are proposed and, later, introduced;

13.4 that in-service providers at all levels establish mechanisms for collaboration such that -

- cooperation among providers is fostered,
- an appropriate balance of activities is available,
- award and non-award programs reinforce each other, and
- appropriate non-award activities are designed in such a way that they may be used in gaining credit towards an academic award;

13.5 that teachers, employing authorities and the community at large recognise that contextual and organisational features of schools, as well as the professional development of teachers, will determine the effectiveness of schools;

13.6 (a) that there be recognition that following participation in in-service activities teachers need access to adequate support services to help them incorporate new behaviours into their ongoing teaching activities;

The provision of such support provides evidence of the commitment of the employing authorities to the accomplishment of the objectives for staff development.

(b) that the further professional development needs of the support staff be recognised;

13.7 (a) that principals continue to provide leadership in school and staff development, through active involvement in in-service activities, and through creating an environment which encourages staff participation in in-service activities, reinforces new learnings and understandings and supports implementation of change in the school;

(b) that appropriate professional development programs be available to all principals and associate administrators;

13.8 that participants in staff development programs be involved, where appropriate, in the determination of goals and objectives, programs and procedures, and evaluation of outcomes;

13.9 that in-service education providers, teacher organisations, teachers, school authorities and the community seek to maximise teacher participation in in-service activities;

13.10 that teachers have access to a wide range of in-service and continuing education activities, these to include activities based at school, district, regional and state levels as well as formal award courses;

13.11 that in-service providers ensure that due recognition is paid to the individuality of teachers, to their perceived needs, to their preferred learning styles;

13.12 that there be reconsideration by funding agencies, by councils, faculty boards and boards of studies of teacher education institutions, by teacher educators and by employing authorities of the contributions teacher educators might make to the continuing professional development of teachers;

13.12.1 that teacher education institutions now implement the 1978 Bassett Committee's recommendation that in-service graduate diploma courses normally be offered only to teachers who have already completed a degree;

13.13 (a) **that there be careful documentation of the planning, implementation and outcomes of all staff in-service activities;**

(b) **that there be systematic monitoring and evaluation of staff development activities by teachers, by principals and by providers.**

Teacher educators and teacher education institutions (Chapter 8)

In our consideration of teacher educators and teacher education institutions, we have examined a range of issues: the recruitment and qualifications of teacher educators, the professional development of teacher educators, the central place of research in teacher education institutions, resource allocation for teacher education, inter-institutional collaboration, evaluation of teacher education programs and the registration of teacher educators.

We recognise and support the need for **professional development of teacher educators** and would urge institutions to give consideration to the further development of policies and practices which will meet the diverse range of staff development needs. Teacher educators need to be thoroughly knowledgeable about: emerging trends in society and in the schools; developments in their own disciplines; the relationship of their own to other specialities; teaching strategies required by the goals of the program and the ideals of teaching.

Clearly, teacher educators are uniquely placed to play a major role in **educational research** and, given the need for continuing research in education and in the development of teacher education programs, we have recommended that funds should be provided to support such research in **both** universities and colleges of advanced education.

An analysis of the **resource allocation** to teacher education shows that student:staff ratios are higher for teacher education than for other fields of study; moreover, the recurrent funding allocations are lower per student in teacher education courses than in some other professional programs. We see an urgent need for a level of funding for teacher education that will enable attainment of the goals and processes we have recommended.

Through their involvement in the **school and teaching experience component** of the program, many teacher education staff play a key role in ensuring that student teachers are able to bring to bear on their teaching endeavours the insights gleaned from their formal studies and to utilise their experiences in the field to address the theories which are the focus of their studies. We believe that excellence in this role should be recognised in institutional progression and promotion procedures. We have concluded, further, that teacher educators involved in the school and teaching experience components of the program should, because of the roles they play, be required to be registered teachers.

We support **collaboration** among the colleges of advanced education and the universities involved in teacher education. There are, as we have indicated, so many challenges facing teacher education that collaborative endeavours are required for their effective resolution. Particular challenges we have noted include the adaptation of programs to meet the needs of entering students, the understanding and utilisation of the new information technologies, the up-to-date mastery of the subject disciplines, particularly as they have implications for school curricula, the reflection in teacher education curricula of the expanding knowledge base in education, the development of an Australian case literature, and the analysis of the needs of specific groups of school students and of the pedagogical requirements of new curricula domains.

We also support the ongoing **monitoring and evaluation** of teacher education programs.

Our particular recommendations are

14. **that each higher education institution consider the further development of policies and practices which will meet the diverse range of professional needs of their teacher education staff and, where necessary, assist them to develop new areas of expertise.**

15. **that the urgent need for research support in teacher education in both colleges of advanced education and universities be drawn to the attention of funding authorities.**

16. **that there be a reappraisal of the basis for the allocation of recurrent grants to teacher education and a revision of student:staff ratios.**

Teacher registration (Chapter 9)

Within the model of initial teacher education we have proposed, teachers would be required to undertake some formal study after they had been teaching for a period in order to complete their initial teaching qualifications and hence be regarded as full members of the teaching profession. We have considered the implications of this model for teacher registration and have concluded that the **completion of the total initial teacher education program should become the requirement for full registration.** We realise that implementation of this policy is dependent upon sufficient funds being available to allow all beginning teachers, after a period of experience in teaching, to undertake the final year of their degree program.

Our policy on the registration of new graduates will not affect teachers already registered in Queensland.

We have, in the light of policies adopted in some other countries, considered the issue of **term registration** whereby teachers might be required, in order to retain registration, to provide evidence of continued study and professional growth. Our view of teaching as a profession, however, has led us to conclude that such a system would be antithetical to the long-term goal of fostering a climate in which members take responsibility for their own professional growth. Thus we have recommended that **a system of term registration not be introduced.**

While we do not endorse term registration, we believe that, in order to protect the interests of Queensland children, the teacher registration authority should have the power, as the Board currently has, to enquire into cases of alleged misconduct of teachers. It is our view that the teacher registration authority should also have the power to enquire into cases where teachers have been dismissed, after due process, on the grounds of **habitual incompetence.**

Other issues in the registration of teachers which we examined during Project 21 were: the ambit of compulsory registration, authorisations to employ unregistered teachers, compliance with compulsory registration, and reciprocity of registration among the states and territories of Australia.

Our conclusions on issues relating to teacher registration are set out in the following recommendations:

17. **that, while all teachers should be encouraged to become registered, the ambit of compulsory registration not be extended at this time to include teachers employed in TAFE colleges and senior colleges, but that the question of registration for all teachers of students above the age of compulsory attendance be kept under continuing review.**

18. (a) that there be compulsory registration for those teacher educators involved in the teaching experience component of the pre-service phase;

(b) that satisfactory teaching experience in the tertiary education sector be accepted as meeting the teaching experience requirement for full registration;

(c) that consideration be given to the accreditation for registration purposes of the Graduate Diploma in Education (Tertiary) offered by the Darling Downs Institute of Advanced Education.

19. (a) that the Register of Teachers remain a unified register rather than a register in parts; and

(b) that a category of restricted registration not be introduced but that sympathetic and sensitive use be made of the granting of authorisations to permit the employment of unregistered persons under appropriate supervision as teachers in specialised or innovative subject areas.

20. (a) that persons who commence an accredited initial teacher education program on or after 1 January 1991, provided they are of good character, be granted provisional registration upon the completion of the pre-service phase; and

(b) that, in order to qualify for full registration, such persons be then required to complete one year of satisfactory teaching experience and further formal studies leading to a degree in education or equivalent professional qualification accredited for registration purposes.

21. that the By-law, Registration of Teachers, be amended so that irrespective of the date upon which he or she was first engaged in teaching an applicant who does not possess the qualifications and/or experience normally required for registration may be granted:

(a) full registration where his or her education, experience and contribution to the practice of education are, in the opinion of the registering authority, of sufficient merit to warrant full registration; or

(b) provisional registration where his or her education, teacher education, fitness to teach and experience are sufficient, in the opinion of the registering authority, to warrant provisional registration and the registering authority is satisfied that he or she will be able within a reasonable time to attain a standard of teacher education or experience acceptable to the registering authority.

22. that a system of term registration, with renewal being contingent upon evidence of ongoing professional development and/or satisfactory teaching experience, not be introduced.

23. that existing policies and procedures for the granting of authorisations to employ unregistered persons as teachers in exceptional circumstances be maintained.

24. that further consideration be given to:

(a) an exploration of possible ways of preventing the provisions of compulsory registration being circumvented by non-approved schools;

(b) the introduction of a legal obligation upon practising teachers to be registered;

(c) a review of the magnitude of the penalties for breaches of the requirements of the Education Act relating to the employment of registered teachers in schools.

25. that the Education Act be amended to require a registered teacher to inform the Board if he or she is convicted of an indictable offence.

26. that a conference be convened by the Board during 1987 to examine the feasibility of the framing of a code of conduct for teachers.

27. that the Education Act be amended to provide the registering authority with the power to enquire into cases of alleged teacher incompetence.

Review process in teacher education (Chapter 10)

Our statutory responsibilities have required us to keep teacher education in Queensland under continuous review and to make reports and recommendations to the Minister for Education on the outcomes of our reviews. In order to carry out this function, the Board has undertaken research into specific topics in teacher education, convened conferences of teachers, teacher educators and others, held discussions with teacher education staff, and published and disseminated the results of our research. In addition to this general function of teacher education review, our Board has formal responsibility for the accreditation of courses for the purposes of teacher registration.

We believe that through our various research and review activities and through the membership of our committees we have been able to promote a collaborative approach to the development of teacher education in Queensland to the benefit of the teaching profession.

As we look into the future, it is our judgment that the accreditation procedures to be set in place should facilitate the response by teacher education institutions to their own analyses of the changing scene and should enable them to initiate, within broad guidelines, program modifications and innovations.

We believe that teacher education is of such vital importance to the quality of education that the continuous review of and provision of advice on teacher education should remain a function of a collegial body having representation from and close collaborative links with teacher education institutions, employing authorities, the teaching profession, teacher organisations and the general community.

We recommend

28. that, in order to assure the continuing promotion of the quality of teacher education in Queensland, there be an appropriate mechanism for providing advice to the Minister on the following group of interrelated and interdependent activities:

- **(i) the continuous review of desirable developments in teacher education;**
- **(ii) the accreditation of teacher education courses and awards;**
- **(iii) the promotion of cooperation and collaboration among higher education institutions, employing authorities and the teaching profession in the development and improvement of teacher education;**
- **(iv) the fostering of research into teacher education and the dissemination of information relevant to teacher education;**
- **(v) the monitoring of teacher supply and demand;**

and, as we have discussed in Chapter 9,

- **(vi) the maintenance of a comprehensive system of teacher registration.**

CHAPTER 1

THE CONTINUING FOCUS ON TEACHER EDUCATION

During 1985 and 1986 the Queensland Board of Teacher Education undertook a major review of teacher education and teacher registration in Queensland; the conclusions of that review are presented in this Report: Project 21: Teachers for the Twenty-First Century. The Board, noting the predicted accelerated rate of change in Australian society, believed it imperative to analyse the likely future needs of schools and of the teaching profession and to consider how teacher education and the system of registration might best be attuned to meeting those needs as they seem likely to evolve over the next twenty-five years.

This concern for the more distant future necessarily embraces a concern also for the present, the short-term and the mid-term future.

Over three-quarters of the present teaching force and the vast majority of those who will graduate from pre-service teacher education programs over the next several years are expected still to be teaching in schools in the early part of the next century. This means that the present cohort of teachers must be assisted to continue to develop those skills, competencies and orientations which they will need to meet the emerging challenges of the present and also to enhance the learning of their future students; upon their success is dependent the realisation of society's goals. Similarly, new recruits to the teaching profession need programs of teacher education which will enable them to be effective teachers, both in the contexts and conditions of their early teaching years and in the contexts which will develop and prevail as they pursue their careers. These new recruits must have developed many of those competencies and understandings which are presently the focus of in-service programs. These seek to assist experienced teachers to work in what are, for them, new domains of the curriculum, to communicate with and interact with students, parents and the wider community in ways not required of previous generations of teachers, to develop and apply a creative and problem-solving orientation to their work.

These considerations lead us to emphasise our concept of teacher education as a process of continuing professional development, a concept of spiral development with initial professional preparation and experience a required base for the ongoing study and reflection which lead to excellence in teaching.

In times of rapid social change, enterprises, if they are to be both responsive to and prepared for new operational contexts, must conduct detailed and critical analyses of the paths and directions of change and continuity, develop blueprints for their future and plans for the implementation of their policies. This is particularly the case in enterprises such as teacher education, where the preparation phase is itself lengthy and where the practitioners pursue their profession over several decades. The Board has thus set goals which we believe must be achieved by the early part of the next century. Plans for realising those goals cannot be immediately devised and implemented. The prevailing economic climate argues against automatic immediate increases in resource allocations and, moreover, this large teacher education enterprise necessarily requires time to develop and set in place prerequisites for changes. It is desirable, however, that policy makers adopt an evolutionary approach, seeking to ensure the gradual establishment of such prerequisites and planning developments in such a way that each change is clearly part of a pattern, a pattern that leads systematically and progressively, yet with adaptive flexibility, from the present achievements to the desired future.

Purposes of the Review

The Board established, for the review, three broad terms of reference which were endorsed by the Minister for Education:

- to consider the social and educational contexts for Queensland schools in the next twenty-five years and their implications for the profession of teaching;
- to recommend guidelines for the future development of teacher education in Queensland to enable teachers to gain the education, experience and competencies needed to fulfil their professional roles; and
- to recommend teacher registration policies to ensure that teachers gain the education, experience and competencies needed to fulfil their professional roles.

The present review is the third such examination of teacher education in Queensland within the last twenty years and is the first review of teacher registration in the context of teacher education.

The first of the earlier examinations resulted in the "Murphy" Report (Teacher Education in Queensland, 1971) (1), which set three years of preparation as the norm for pre-service teacher education. This pattern is now well established. The subsequent report, the "Bassett" Report (1978 Review: Teacher Education in Queensland) (2), formalised the "3+x+1"* model of initial teacher preparation. Within Queensland, the Bassett Report has exerted considerable influence on the teacher education scene. Much of the thinking of that Committee and many of its recommendations have been incorporated into the Board's Guidelines for the Development of Teacher Education Courses and Awards in Queensland Colleges (adopted by the Board of Advanced Education on the advice of the Board of Teacher Education). The Committee's recommended structure for the initial preparation of teachers, based on a "model of teacher education which includes both pre-service and in-service education as continuous stages in a single coherent pattern" included a pre-service phase, followed by a period of experience, followed in turn by a further formal period of study (3 or 4+x+1). The teacher education institutions have been asked to adopt this model as the basis for planning their pre-service courses and their final-year degree programs. The further study has not, however, become mandatory and this together with the severe shortage of places in in-service award courses has presented a major challenge, yet to be resolved, in the conceptualisation of the pre-service phase and in progress towards a graduate profession. While there have been developments, along the lines of the Committee's recommendations, in the area of induction and in some aspects of in-service education (some of which were already in train prior to the report), nevertheless problems remain in relation to recruitment and selection, the practicum and in-service teacher education in general.

In the late seventies four of the other states began their own reviews of teacher education (3-6); their reports were presented in 1980 and 1981. A national examination of teacher education resulted in the Report of the National Inquiry into Teacher Education in 1980 (7). These reports had varied impact on practices in teacher education. Coulter and Ingvarson (8), following their examination of the extent of implementation of the national and the state reports, concluded that, in the case of NITE**, although there was general endorsement of the recommendations by the Australian Education Council in 1981, the report *per se* stimulated very little direct action from the Commonwealth government; nevertheless, many of the recommendations were wholly or partly implemented as a result of the states' reaching similar conclusions and acting on their own recommendations. These analysts concluded that, in general, the state enquiries have led directly to few major changes in teacher education policy and practice; more has been accomplished at the pre-service than at the in-service level since the inquiries; serious problems persist at the pre-service level, especially in the area of practice teaching; serious difficulties exist with respect to the limited places available for teachers seeking to upgrade their qualifications.

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* Pre-service preparation, followed by experience, followed by further study.

** National Inquiry into Teacher Education.

Thus, not only are there unresolved issues in existing teacher education programs, but also contexts change. Whereas the Murphy Report was written, as the Bassett Committee pointed out, at a time of an expansionist policy of teacher recruitment, by the time the latter Committee and its counterparts in the other states and in the national enquiry were considering teacher education, this context had markedly altered and the situation was one of reduced demand for teachers. In contrast, the present review has taken place in a situation of a projected rising demand for teachers and, concurrently and significantly, a diminution of resource allocations to teacher education.

The state and national reports all noted the pressures for an expanded content of pre-service teacher education programs caused by emerging trends and changes in the society and current, anticipated or desired changes in the school systems. This pressure has accelerated during the first half of the 80s, particularly (a) as committees of enquiry pursue the implications for schools of their particular and specific concerns, (b) as education systems, through their own personnel or through appointed committees, deliberate on possible modifications to school organisation, structure and/or curriculum, (c) as governments seek advice on the effectiveness and efficiency of their expenditure on education, particularly in the light of their priorities, and (d) as various groups, both governmental and non-governmental, ponder on likely futures and likely future demands on schools. Almost all of these reflections and recommendations have implications for teacher education. As examples of this range of concerns, all of the following enquiries were under way, or recently concluded, when the Board of Teacher Education undertook its review:

(a) Commonwealth Schools Commission. (1983) Teaching, Learning and Computers. Report of the National Advisory Committee on Computers in Schools. Woden, ACT.

Parliament of the Commonwealth of Australia, Senate Standing Committee on Education and the Arts. (1984) Report on a National Language Policy. AGPS, Canberra.

Botsman, P. (1985) Review of Arts Education and Training. 1985. AGPS, Canberra.

Board of Teacher Education, Queensland. Teachers for Mathematics and Science. (1985) The report of the Working Party appointed by the Board of Teacher Education to advise on the Preparation of Teachers in Mathematics and Science. Toowong, Queensland.

Ministerial Advisory Committee on Distance Education. (1986) Report to the Honourable L.W. Powell, MLA, Minister for Education, Queensland. Brisbane.

Parliament of the Commonwealth of Australia, Senate Standing Committee on Education and the Arts: Inquiry into the Education of Gifted and Talented Children (in progress).

(b) Curriculum Development Centre. (1980) Core Curriculum for Australian Schools. Canberra.

Education Department, Tasmania. (1980) Requirements for a Curriculum. Hobart.

Education Department of Tasmania. (1981) White Paper on Tasmanian Schools and Colleges in the 1980s. Issued by the Hon. Harry Holgate, MHA, Minister for Education. Hobart.

Committee of Enquiry into Education in South Australia. (1982) Education and Change in South Australia. Final Report. (Chairman: J.P. Keeves) Adelaide.

Education in Western Australia: Report of the Committee of Inquiry into Education in Western Australia. (1984) (Chairman: K. Beazley) Perth.

Ministerial Review of Postcompulsory Schooling. (1984) (Chairman: J. Blackburn. Report Volumes 1 and 2. Melbourne.

Department of Education, Queensland. (1985) Education 2000: Issues and Options for the Future of Education in Queensland: A discussion paper. Brisbane.

New South Wales Department of Education. (1985) Future Directions of Secondary Education: A Report. Sydney.

Middleton, M., Brennan, M., O'Neill, M. and Wootten, T. (1986) Making the Future: The Role of Secondary Education in Australia. A discussion paper prepared for the Commonwealth Schools Commission. Canberra.

(c) Commonwealth Schools Commission. (1985) Quality and Equality: Commonwealth Specific Purpose Programs for Australian Schools. A Report by the Commonwealth Schools Commission on its Review of the Specific Purpose Programs. Canberra.

Committee of Inquiry into Labour Market Programs. (1985) (Chairman: P. Kirby). Report. Canberra.

Quality of Education Review Committee (QERC). (1985) Quality of Education in Australia: Report of the Review Committee. AGPS, Canberra.

Commonwealth Tertiary Education Commission. (1986) Review of Efficiency and Effectiveness in Higher Education. Report of the Committee of Enquiry. AGPS, Canberra.

Commonwealth Tertiary Education Commission and Commonwealth Schools Commission. (1986) Improving Teacher Education. Report of the Joint Review of Teacher Education.

(d) In addition to the future perspectives evident in many of the above reports:

Commonwealth Schools Commission. (1980) Schooling for 15- and 16-Year-Olds. Canberra.

Randell, S. (Ed.) (1984) The Human Face of Technological Change. Theme Papers from the Silver Jubilee Conference of the Australian College of Education held in Canberra 5-9 May 1984 and incorporating The Twelfth Buntine Oration. Australian College of Education, Carlton, Vic.

Working Party on the Education of Girls. (1984) Girls and Tomorrow: The Challenge for Schools. Commonwealth Schools Commission.

Australian Education Council. (1985) Education and Technology. Report of the Australian Education Council Task Force on Education and Technology. Melbourne.

The last several years have seen, moreover, the continuing evolution of a theory- and research-based understanding of pedagogy and its principles, providing for teacher education a firmer and more substantial base than previously existed for professional studies in education.

The Board has, in this review, attempted to take cognisance of the issues raised, not only in the recent teacher education enquiries, but also in the considerable literature on the likely future contexts and goals of schooling and the implications for schools and therefore for teachers of the changing fabric and needs of the society. At the same time, the Board has remained alert to the continuities which persist within the society and those which must characterise education systems. In this, it shares the perspectives of the 1985 OECD Report (9):

> "The main goals and aspirations of policy inherited from recent decades remain essentially valid ... even if their interpretation and the more specific priorities alter with time. For education systems to be in a state of constant, rapid flux is no more desirable than that they should be totally static, impervious to change in the world around them."

The Board's policies and practices in the registration of teachers have also been the subject of review. Registration for teachers in Queensland was introduced, on a voluntary basis, in 1973 and became compulsory for teachers in primary, special and secondary schools in 1975. In 1981 compulsory registration was extended to apply to teachers providing an educational program for children in the year before Year 1 of the primary school. During the period 1975-1986, the Board sought to be responsive to the contemporary educational scene by modifying its policies and procedures in respect to registration. Now that the system of registration has been in place for a lengthy period, it seemed to the Board timely for it to review its policies to ensure that they are attuned to the present and future needs of schools and the profession, taking note of the current re-examinations of the regulatory roles of government and its instrumentalities.

Procedures of the Review

The Board commenced the Review early in 1985. After it had finalised its terms of reference and secured ministerial endorsement, the Board established ten Phase I Working Parties to assist it in its initial consideration of the framework for the review; these working parties were allocated the following topics: social contexts; educational contexts; roles and competencies of teachers; student needs; teacher education (model and structures); teacher education (pre-service); induction; teacher education (in-service); teacher educators; teacher registration.

Each Working Party was asked -

. to identify, by 6 June 1985, the central issues in its particular area considered to be of significance in the overall context of the review (including strengths and weaknesses of present systems and practices);

. to suggest to the Board strategies which might be adopted to allow these issues to be adequately canvassed and discussed.

Membership of the Working Parties extended beyond the Board itself; in addition to Board members, there were represented members of Board Standing Committees and external members from the profession, higher education institutions, employing authorities, teacher organisations and some community groups (see Appendix 2).

Following its consideration of the reports of the Working Parties, the Board prepared a Discussion Paper which set out the background to Project 21 and which summarised the key issues identified by the Phase I Working Parties. This Discussion Paper which served as a call for submissions was widely circulated to schools, teacher education institutions, employing authorities, teacher organisations and associations, parent and community groups and to the media. Submissions were requested by 19 December 1985. The circulation of the Discussion Paper and the determination of the submission date were timed to avoid overlap with the Department of Education's calls for submissions on Education 2000 and its public meetings.

During the latter part of 1985, the Board convened a series of public meetings in order to provide an opportunity for input from a wide range of interested individuals and organisations. Meetings were held at Cairns, Mount Isa, Townsville, Mackay, Rockhampton, Bundaberg, Maryborough, Nambour, Toowoomba, Ipswich, Gold Coast as well as four centres within Brisbane. At each centre several Board members were in attendance. While in the provincial cities, those Board members visited schools and, in Townsville, Rockhampton and Toowoomba, held discussions with the teacher education staff of the university and colleges of advanced education. During 1985 and 1986, such discussions were also held on each of the Brisbane campuses.

In March 1986, the Board established a number of Phase II Working Parties to review and prepare advice on the information before the Board on a range of significant issues. The members of these Working Parties were provided with details of the views expressed in the submissions and at the public meetings, a literature review prepared by the Secretariat, and relevant Board reports. Membership was drawn from the following groups: major teacher employer authorities; major teacher organisations; professional associations involving principals and teachers; specialist teachers such as guidance officers and advisory teachers; classroom teachers, teaching at all levels and with varying lengths of experience; teacher educators; academics other than teacher educators; student teachers; parents' and citizens' associations including the Isolated Children's Parents' Association; business and employers' organisations and industrial unions; professional registration and trade licensing authorities (see Appendix 3). The analyses and recommendations prepared by these Working Parties constituted an extremely valuable input to the Board.

Early in 1986 the Board developed a paper summarising the range of views expressed in the submissions and at the public meetings. This paper, entitled An Invitation for Further Comment, was prepared in order to provide a further opportunity for comment on these or other issues relevant to the review. Again, there was a wide distribution list; in particular, a copy was sent to each registered teacher. Respondents were requested to provide their comments by 2 May 1986.

In all, the Board received submissions from some 468 groups and individuals. Submissions varied considerably; some were sent by individuals whereas in other cases the comments were prepared by groups, such as staffs of schools. Official responses were also received from organisations, including employing authorities, teacher organisations and teacher education institutions. Some submissions addressed only one or two issues seen as having particular relevance or significance to the writers while others presented a detailed examination of the whole range of issues raised in the Discussion Paper. All submissions, together with summaries prepared by the Secretariat, were made available to all Board members.

In addition to the inputs described above and its own analyses of the extant literature, the Board was able to draw on a number of Board-related studies and reports. These included its own research studies on provisionally registered teachers (10), on school experience (11), on the evaluation of the Bachelor of Education (12) and on other aspects of teacher education (13); the reports of Board-sponsored conferences on planning for the next triennium (14) and on school experience (15); the results of research studies on aspects of teacher education which had received some financial support from the Board (16) and, finally, the report of the Working Party established by the Board on Teachers for Mathematics and Science (17).

The Board throughout 1985 and 1986 held continuing discussions on Project 21 at its regular meetings; during 1986 and the early part of 1987, a special Project 21 meeting was held each month. Throughout this period there was constant reference of emerging issues to the relevant Board Standing Committees, whose input helped guide the Board in its deliberations (see Appendix 1).

Structure of the Report

In Chapter 2, the Board presents its perspective on the teaching profession; this perspective has guided its deliberations on teacher education.

In Chapter 3 there is an examination of the changing social context of education and of emerging changes in educational contexts; this analysis provides a significant basis for determining the roles and competencies required of future teachers (Chapter

4). The identification of these characteristics leads to a re-examination of selection criteria appropriate for entry to the profession (Chapter 5) and assists in the identification of required emphases in teacher education at the initial teacher education phase (Chapter 6) and during the teachers' continued practice of their profession (Chapter 7).

Chapter 8 focuses on teacher educators and their institutions, delineating the conditions prerequisite for the achievement of the goals of teacher education programs.

In Chapter 9 the Board reports on its examination of registration policies and procedures and indicates desirable future developments. In Chapter 10 the Board elaborates the role it has played in the processes of reviewing and accrediting teacher education programs and indicates its considered judgment on the processes which should be adopted in future years.

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3. Report of the South Australian Inquiry into Teacher Education. (1980) (Chairman: K.R. Gilding). Adelaide.
4. Teacher Education in Victoria. (1981) Report of the Committee of the Victorian Inquiry into Teacher Education. (Chairman: A. Asche). Melbourne.
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CHAPTER 2

THE TEACHING PROFESSION AND TEACHER EDUCATION

The Board acknowledges both the achievements and the commitment of teachers in Queensland as it considers issues of teacher education and the teaching profession. We share the view of the British 1983 White Paper (1) that "the school teaching profession continues to serve with resilience and commitment". Most teachers are dedicated, committed and competent; most are conscientious and concerned for the educational and personal well-being of their students; there are school staffs which strive to take account in their day-to-day work of societal priorities, of curriculum changes, of the opportunities made available by new technologies, and of new insights into teaching emerging from research, study and reflection on accumulated experience.

Nevertheless, in contemporary Australia as well as in the U.S. and the U.K., there continues to be an ongoing questioning of the achievements of schools and a quest for an improved quality of schooling (e.g. see Appendix IV). Some of this criticism implicates the quality of teaching and teachers.

Some of the criticisms arise because of unwarranted expectations of schools held by the community; too often, schools and the teachers are the target for blame for the wider society's ills. Frequently, however, expectations are both high and legitimate but, at the same time, accompanied by too limited an appreciation of the complexity of the determinants of the outcomes of schooling. These outcomes are shaped by complex interactions among teachers, learners, situational forces, the planned curriculum and curricular experiences.

Too little regard to this array of factors, and their functional interrelationships, can lead to the mistaken attribution of less-than-desired outcomes to teachers alone. Teachers do have a highly significant role to play, one which the community has the right to expect will be discharged expertly. Moreover, the hallmark of effective teaching is the ability of the teacher to harness the forces over which he or she has control to facilitate the learning and development of the students. But it must be remembered that not all the forces are within the teacher's control; there are situational constraints as well as supports within the school setting. If learning outcomes are to be enhanced, the society, the educational system, and the policy makers must pay due heed to optimising the supports and minimising the constraints, which prevail beyond as well as within school settings.

As we indicated, there have been, and doubtless there will continue, criticisms of schools and of teachers. The QERC Report, for example, concluded that there is a need for more teachers to direct their efforts to raising their students' attainments in the general competencies, to adopt rigorous, consistent and coordinated approaches to the curriculum and to offer a more effective program to students suffering educational disadvantage (2). In its response to these criticisms, the Commonwealth Schools Commission (3) commented:

> "It is worth noting that given the social change and disjunctures of the past decade, schools, parents and teachers have done a remarkable job."

The Board recognises the force of community concerns, concerns which are the subject of reflection and attempted ameliorative action by many members of the profession itself. The Board's concern is three-fold: (a) to help liberate the creative skills and talents of teachers; (b) to help to enhance the competence of all teachers and to increase the proportion of teachers who can be characterised as excellent teachers; and (c) to help to create an environment in which teachers can gain those skills, competencies and orientations required by the changing tasks of schools and by the sophisticated model of teaching which has begun to emerge.

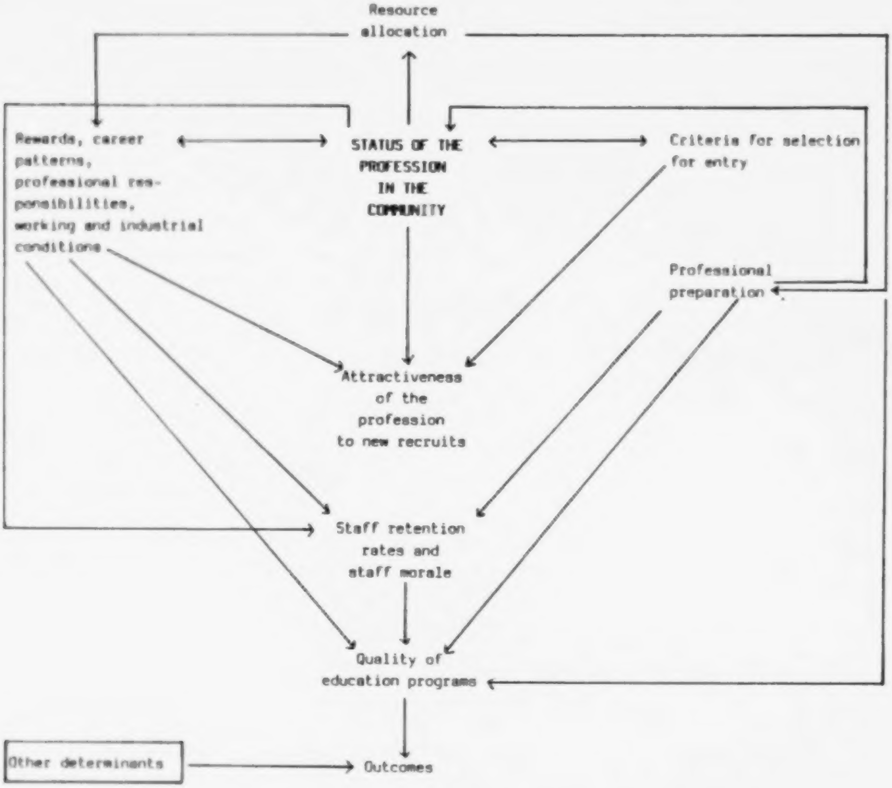
Teacher education is a major, but not the sole, influence on teachers' professional competence and commitment. Other determinants, over which teacher education institutions have little control, include the calibre of people attracted to teaching, the professional and industrial conditions of the workplace and the morale of staff, the latter in part a function of community attitudes and the public image of teaching.

Teacher education has made remarkable advances over the last decade but teacher educators would be among the first to agree that there are many challenges presently unresolved and, in addition, new challenges created by the envisaged future roles of teachers (see Chapter 4).

Of major importance is the public image of teaching. This represents a critical determinant of resource allocation to teaching and to teacher education, of the attractiveness of the profession to talented potential entrants and of the success of teacher education institutions in their competition for scholars of high repute. (Each of these is explored in later chapters of this report.)

The significance of this public image is suggested in Figure 1.

Figure 1: The status of the teaching profession


Resource allocation
Rewards, career patterns, professional responsibilities, working and industrial conditions
STATUS OF THE PROFESSION IN THE COMMUNITY
Criteria for selection for entry
Professional preparation
Attractiveness of the profession to new recruits
Staff retention rates and staff morale
Quality of education programs
Other determinants
Outcomes

Status in the community is in large part dependent upon conceptions of the teaching task. Frequently, the prevailing conceptions show a limited, somewhat mechanistic view of teaching, one which fails to grasp its essential complexity. Many in the community are unaware of, or deny, the specialised knowledge base which characterises - and increasingly so - the enactment of the teaching role. A view perhaps not unrepresentative of that held in the community is put forward by Daniel:

> "Teaching, despite aspirations in that direction, is not yet a profession. Claims to professional status for teachers continue to be made, but it is more apt to see teaching as an art; teachers reach out to a mass audience and present a knowledge that is familiar to older members of the community - the art of teaching has no base of esoteric and abstract knowledge but rests rather on skill in communicating." (4)

The Board believes this is a mechanistic perspective and notes, furthermore, that the continued use of terms such as "teacher training", "teacher training institutions" and "practice teaching" are both a reflection of this mechanistic view and a support for its continuation.

Such views contrast with those held by scholars in the field, scholars with an intimate knowledge of what is involved in teaching, e.g. Brophy and Evertson, 1976:

> "Effective teaching is not simply a matter of implementing a small number of basic teaching skills. Instead, effective teaching requires the ability to implement a very large number of diagnostic, instructional, managerial and therapeutic skills, tailoring behaviour in specific contexts and specific situations to the specific needs of the moment." (5)

Berliner, 1984:

> "... a new conception of the teacher [is that of] a decision-maker who handles a complex set of interacting variables in a dynamic social environment." (6)

Gage, 1984, who analyses not only the science but the art of teaching:

> "Teaching is an instrumental or practical art, not a fine art ... teaching departs from recipes, formulas and algorithms. It requires improvisation, spontaneity, the handling of a vast array of considerations of form, style, pace, rhythm and appropriateness in ways so complex that even computers must lose the way ... The sense in which I use the term **art** includes any process or procedure whose tremendous complexity - resulting from the large number of relevant variables and the interactions among those variables - makes the process irreducible to systematic formulas." (7)

Clark and Peterson, 1985, reviewing the extant research on teachers' thought processes:

> "... the research shows that thinking plays an important part in teaching, and that the image of a teacher as a reflective professional ... is not far fetched. Teachers do plan in a rich variety of ways, and these plans have real consequences in the classroom. Teachers do have thoughts and make decisions frequently (one every 2 minutes) during interactive teaching. Teachers do have theories and belief systems that influence their perceptions, plans, and actions. ... teaching is a complex and cognitively demanding human process." (8)

These are informed perspectives on the role of the teacher in interaction with students. Teacher roles extend beyond the classroom also as we discuss in Chapter 4; these extra-class roles and responsibilities, an integral part of the task of teacher, are also characterised by a high degree of complexity and dependent upon extensive and specific professional preparation and the exercise of expertise.

Critics such as Howsam et al., 1985, the Holmes Group, 1986, and Tetenbaum and Mulkeen, 1986, (9) discern a major weakness in the recent proposals for educational reform that have been published in the United States: these undervalue the importance and status of the teaching profession. It would seem that Australian reformist proposals also tend to reveal this deficiency. Indeed, the Holmes Group maintains that the central issue in the improvement of teaching is the professional status of teachers.

What, then, is a profession and is teaching a profession?

There is not complete consensus among sociologists about the attributes of a profession. Indeed, it could well be argued that each profession, teaching included, should be judged against its own criteria and not measured against its sister professions. However most analysts (10) would probably include the following criteria:

- specific expertise and a specialised knowledge base;
- commitment to continuing enquiry to advance the knowledge base;
- altruism, service to a public good;
- collegium: the profession develops standards for preparation, practice and licensing, peer evaluation for the purposes of public assurance, and a code of ethics;
- conditions of practice: professional autonomy;
- differentiation in role and function of members of the profession;
- assumption by its members of responsibility for their continuing professional development.

Furthermore, occupations may be viewed as located on a continuum of professionality. Howsam et al. (11) distinguish between the "classic" professions (law, medicine, theology, university teaching), the "new" professions (e.g. architecture, engineering, optometry) and the "emergent" professions which are dynamically evolving and approaching societal and professional acceptance. It would seem that teaching is among the emerging or, perhaps a more appropriate descriptor, developing professions; it is characterised by some but not all of the accepted attributes (12). Problematic aspects include the following:

(a) Within teaching, the **knowledge base**, the expertise of the profession, has been the subject of negative comment in the past, used to justify the exclusion of teaching from the ranks of the "true" professions. This criticism is no longer tenable; there has now emerged a strong knowledge base (13). The recency of the emergence of this knowledge base and, indeed, the need for its further evolution are recognised. For example, in 1976 the AACTE* Bicentennial Commission on Education for the Profession of Teaching believed that teaching had been slow to develop a "professional culture of teaching" and described this culture at that time as being still in its early stage; by 1985 three of the authors of the Bicentennial Commission Report were able to state that in the intervening years, progress had met or exceeded the most optimistic expectations or predictions and that the pace was continuing (14).

However, the Board is uncertain as to the extent to which the emergent knowledge base is represented adequately in professional preparation and practice.

(b) **Collegium.** Within teaching, the collegium does not yet appear to be well developed (15).

(c) The issue of **professional autonomy** is seen by the Carnegie Report as critical; the authors maintain that at present in the other professions it is the result of work done that is subject to regulation, or the rules that determine who can do the work, or both, but that the members have professional autonomy in achieving the agreed goals. This is not seen to be the case in teaching. The Carnegie group argue that until teaching staff achieve professional autonomy, and appropriate rewards and recognitions, there will not be attracted to teaching large numbers of people with the intellect and drive necessary to be successful in the profession; they argue, too, that only under conditions of professional autonomy is it possible to hold teachers accountable for their performance (16).

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* American Association of Colleges for Teacher Education.

There are differing views on whether professionalism and bureaucracy are compatible, given the differing bases of authority (expertise vs hierarchical position) (17). This problem is not confined to those who work in the public sector. As Howsam et al. indicate, dual sources of authority are common to all professions; the public interest is best served when the public decides the goals while the profession determines the means of achieving the goals. What seems necessary is the recognition, by both the bureaucracy and the profession, of the principles of professionalism.

(d) **Conditions of practice** must not only give due reward to the professionals but must also ensure that they can utilise their professional expertise. Both the Carnegie and the Holmes Group reports assert the need, in teaching, for a differentiated profession and for career paths within rather than beyond teaching, so that there can be the most efficient use of the most highly trained and experienced professionals (see Appendix IV).

(e) The frequency of comment on the need for teachers to assume **responsibility for their continuing professional development** in the reports summarised in Appendix IV indicates that this is also a problematic issue.

Hoyle (18) has distinguished between restricted professionality (which is intuitive, classroom-focused and based on experience rather than theory) and extended professionality (where teachers are concerned with locating their classroom teaching in a broader educational context, comparing their work with that of other teachers, evaluating their own work systematically and collaborating with other teachers).

It would seem, then, that teaching might at present be regarded as not yet a "full" but rather a developing profession, with a proportion of its practitioners displaying restricted rather than extended professionality. However, teachers themselves, and their organisations, aspire to full professional status; in the interests of quality in education, the Board believes that teachers should be supported and encouraged in this aspiration.

It is not the Board's role to determine conditions and employment practices, nor employing authority-teacher relationships. It is, however, within the Board's compass to seek to bring governments and the community to a more comprehensive and insightful understanding of the teaching task and the attributes which teachers need to be able to discharge to students and to the wider community their complex and extensive responsibilities. Such an extended understanding would enable the public to appreciate the dependence of quality schooling on the achievement of professionalism in the teaching force, and would thus promote the cause of professionalism and the recognition of teaching as a "true" profession.

A conjoint responsibility which the Board must discharge is that of helping to ensure that teacher education programs (pre-service and in-service) nurture adequately the development of characteristics essential in teachers if they are to execute the role of professional and if, out of their competence and commitment, they are to win acceptance of the professional status by the community and by the other professions. It will be the calibre of those who teach in schools during the forthcoming years that will enhance or fail to enhance progress towards the goal of professionalism.

The assumption by teachers of the mantle of full professional status would carry with it not only rewards and recognition but also responsibilities. **It is the Board's perspective on teaching as a profession which leads it to its recommendations about the content and processes of teacher education** and also its recommendations relating to **the role of practitioners in the nurturing of the next generation of teachers** during the pre-service and induction phases of initial preparation and **their roles and responsibilities in ensuring their own continuing professional development.**

In similar vein, the **Board respects and upholds the autonomy of higher education institutions involved in teacher education.** The Board does not believe, within this perspective, that it is its role to enunciate narrow and tight prescriptions for teacher education programs. Rather the Board sees as part of its role the provision of guidelines within which decisions are made by expert and professional teacher educators. It believes, further, that it has a role in providing leadership, by keeping teacher education under continuous review, promoting a research orientation and creating opportunities for collegiate discussion and reflection, aimed at the growth towards excellence in teacher education and promoting inter-institutional collaboration and planning.

Accordingly, in Chapters 6 and 7, the Board's discussion is focused on general principles rather than upon matters of detail.

The achievement of quality in teaching and teacher education underlies all the Board's functions and shapes Board views on all aspects of teacher education and registration. Clearly, there remains much yet to be achieved in teacher education, which has been the subject (either centrally or more peripherally) of a considerable number of reports in the last decade. Several of these have been selected for analysis:

Australia

- Australian state and national enquiries into teacher education 1979-80 (areas of agreement as identified by Coulter and Ingvarson, 1985 (see below)).
- Schools Commission. (1979) Issues in Teacher Education: a Discussion Paper. Canberra.

  Commonwealth Schools Commission. (1985) Quality and Equality: Commonwealth Specific Purpose Programs for Australian Schools. A Report by the Commonwealth Schools Commission on its Review of the Specific Purpose Programs. Canberra.
- Quality of Education Review Committee. (1985) Quality of Education in Australia: Report of the Review Committee. AGPS, Canberra.
- Coulter, F. and Ingvarson, L. (1985) Professional Development and the Improvement of Schooling: Roles and Responsibilities. A Report to the Commonwealth Schools Commission.
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United Kingdom

- Department of Education and Science. (1983) Teaching Quality (White Paper). Cmnd. 8836. HMSO, London.

United States

- Carnegie Forum on Education and the Economy, Task Force on Teaching as a Profession. (1985) Teachers for Our Children: The Carnegie Plan. Washington, D.C.
- National Commission for Excellence in Teacher Education. (1985) A Call for Change in Teacher Education.
- Holmes Group. (1986) Tomorrow's Teachers: A Report of the Holmes Group. East Lansing, Michigan.

Consideration of these reports shows an array of recurring concerns as committees or instrumentalities address needs in the area of teacher education:

- improvement of outcomes of schooling,
- recruitment and selection,
- concept of professional development of teachers,
- pre-service teacher education,
- continuing professional development,
- teacher educators,
- research and development in teacher education institutions,
- reviews of teacher education programs,
- heightened valuing of teacher education.

Our analysis is reported in Appendix IV; our positions and recommendations on these recurring concerns are addressed in the following chapters of this report.

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4. Daniel, A. (1983) Power, Privilege and Prestige: Occupations in Australia. Longman Cheshire, Melbourne. p.152.

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7. Gage, N.L. (1984) What do we know about teaching effectiveness? Phi Delta Kappan, vol. 66, no. 2, p.88.

8. Clark, C.M. and Peterson, P.L. (1985) Teachers' thought processes. In Wittrock, M.C. (Ed.). Handbook of Research on Teaching. Third Edition. Macmillan, N.Y. pp.292-293.

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CHAPTER 3

THE FUTURE CONTEXTS OF TEACHING

Views expressed in submissions and at public meetings

Future social and learning environments

In the submissions and at the public meetings, there was general agreement that, despite the difficulty of predicting the future, a consideration of the likely nature of future society and its implications for education and teaching was a logical starting point for a review of teacher education. The picture which emerged was focused largely on the complexity of present society and the likelihood of this complexity increasing rapidly in the future.

Respondents in viewing the future highlighted the need for emphasis on qualities such as flexibility and adaptability.

Changes in the structure of families were seen to have important implications for education, the greater rate of instability having major repercussions on children's emotional well-being and their ability to learn. Increasing independence in children was seen as a positive outcome of changing social structures but was sometimes also considered as a possible source of discipline problems in schools. The development in students of life management skills was recommended in a number of submissions.

The increasing need for Australians to learn languages other than English was argued on the grounds of the multilingual nature of Australian society and the growing involvement of Australia in the international community. The continuation of present migration trends was predicted.

Changes in society's attitudes towards education were said to have given rise to the development of schools as community institutions, and an increase in the community's ownership of education (in terms both of institutions and curricula), an increase in the number of adults re-entering education for personal development and/or retraining, and an increase in the number of non-traditional schools with flexibility in teaching styles and classroom settings.

It was considered that greater use of and reliance on technology would be a major feature of the society of the 21st century; comments were made on its important potential for improved productivity and a broadening of skills. The nature of change as a result of technology was seen as having major effects on employment including changes in the nature of work, polarisation of required skills, a possible decrease in minimum working hours and increased time for leisure. The negative effects of technology on the humanitarian and social aspects of life were discussed, including possible depersonalisation, reduced employment opportunity for youth and for particular groups (e.g. migrants and Aborigines).

The implications for education of developments in science and technology were seen to include: the need for students to become technically aware and competent and the desirability of their receiving an education which placed technology in a broader context and which also fostered their development as autonomous learners. The potential of technology to enhance teaching and *learning was also stressed. The value of satellite technology in the education of isolated, ill and handicapped students, migrants and the aged was highlighted on a number of occasions.*

EMERGING SOCIAL CONTINUITIES AND DISCONTINUITIES

The Board accepts that prediction is a hazardous occupation. It shares the belief of the Commission for the Future: "Which is not to say that hints of the future cannot be gained from identifiable trends. No prudent society can afford to ignore them" (1). Particularly is such prudence essential in the case of education, on several grounds:

- Children's ability to profit from what schools have to offer is influenced by their contemporary lives in the family and in the wider society. Schools and teachers must have a profound understanding of the nature of their students' lives, and a detailed and accurate knowledge of the society which surrounds them.
- Schooling seeks not only to enrich students' lives and perspectives during the relatively brief span of their school lives but also to help them to establish the bases for a rich and satisfying life in the futures which await them. Schools and teachers must, in consultation with the community, remain aware of continuities in the social fabric, and analyse the major trends in the society of the day, discriminating (a) among those which seem ephemeral and those which seem likely to characterise the future, and (b) among those which foster the achievement of agreed school and societal goals and those which require ameliorative or counteractive measures on the part of the school.
- Schools must be alert to those talents and personal characteristics which the emerging society needs in its members. Some of these have been traditionally the focus of schools, or at least of the stated objectives of schooling (e.g. rich personal development, cognitive achievements) but some assume a new urgency (e.g. problem-solving skills and attitudes for **all** students, skills and orientations of co-operation). Others emerge for the first time as new priorities or are ascribed a heightened priority (e.g. adaptiveness, flexibility, creativity, entrepreneurship).
- Schools must be responsive to society's priorities (e.g. equity and justice). However, schools are not merely responsive; they often exemplify the possibilities for developments in the wider society. The relationship is reciprocal.
- Teachers and other educators have a responsibility to contribute their particular perspectives to discussions of preferred future directions for the society at large.

Thus, in a changing society, schools and teachers must be future oriented. The historic goals of education, which need to be retained, must serve the foreseeable future and new goals, appropriate to that context, must be adopted and implemented. Teachers will need to have anticipatory, critical and responsive orientations.

As with schooling, so with teacher education. It, too, must be based on contemporary awareness and a vision of the likely futures. Teacher educators must understand the social, educational and life experiences of those who enter their programs. They must help teacher education students achieve a well-grounded understanding of the complexities of and likely continuities and discontinuities in the surrounding society served by the schools. They must foster in these student teachers a future orientation, accompanied by skills in the analysis of societal trends and generic competencies, which will enable the new generation of teachers not only to teach effectively in the schools in the early parts of their careers but also to maintain that effectiveness as the needs of their students and of the society change and as new opportunities and challenges emerge. As Tafel (1984) summarises the issue:

> "Of primary concern must be the preparation of educational professionals who anticipate a wider context for the application of skills, knowledge, attitudes and values they have learned." (2)

These tasks face teacher educators engaged in both pre-service and in-service teacher development programs.

The Queensland and other state reports on teacher education and the NITE study examined the social fabric at the end of the 70s drawing particular attention to the areas in which rapid social change was occurring. It was a decade of momentous change. We can, in 1987, build on from their analyses, to determine the further changes which have occurred and, through drawing on the perspectives of various analysts (see reports listed in Chapter 1), attempt to discern the likely shape of the short to mid-term future.

The terms of reference for this enquiry called for a consideration of social contexts for Queensland schools in the next twenty-five years. Given the range of environmental, structural, political and administrative factors which affect policy outcomes, it is of course not possible to predict future direction over a twenty-five year timespan with sufficient precision to enable planning to proceed with any degree of confidence. It is clear that some characteristics of the current scene are likely to persist: for example, the fact of change itself; changing structures in the economy and changing patterns of employment; continued pluralism in the society; further technological advances which will affect not only the economy and education itself but also lifestyles, interpersonal relationships and the national identity; and the continued economic and cultural interdependence of nations. But the nature of Australian society in the 21st century is not preordained or predetermined.

The Board of Teacher Education has no means of forecasting the ways in which the challenges, opportunities and limitations of the contemporary society will be addressed. Neither is it its role to prepare a desired scenario of the distant future. It hopes that this Report will draw attention to the need for teacher educators and teachers to be alert to early indicators of change and to unfulfilled promises of the moment, to be sensitive to emerging needs, to be able themselves to adapt effectively to change, to be able to contribute to society's vision of the good life and its expectations of schooling, and to be professionally competent to play their role within the context of the day.

We turn now to examine major social contexts and trends as they were perceived by the Bassett Committee in 1978 and as they appear to be unfolding in the late 80s.

1. Demographic characteristics:

Bassett Committee, 1978: Trends 1971-78 (Summary)

A downturn in the rate of growth with a declining birth rate except in the case of Aborigines; the probable decline in the numbers of young people after 1990; the continued contribution of immigration to population growth, but a critical shift in the origins of the migrants, with a significant rise in the percentage from non-English speaking backgrounds; the expectation of immigration levels continuing at a fairly low level; long-term trends towards average smaller family size; increased participation of married women in the work force; a faster growth rate in larger urban than in other urban centres, with a relatively stable rural population; the distinctive pattern in Queensland with Brisbane the only mainland state capital accounting for less than half of the state's population and with nearly 40 per cent of the population living in centres of population containing fewer than 20,000 people; the compounding in Queensland of demographic characteristics by problems of distance.

1987 perspective

These Australia-wide trends continue. There has been a further decline in the crude birth rate from 16.2 in 1976, to 15.8 in 1981; the Australian Bureau of

Statistics projection is 13.7 in the year 2001 and down to 12.4 by the year 2021. The ageing of the population is a marked characteristic with predictions that the proportion of the population aged 65+ years could rise from 10 per cent in 1981 to 15.9 per cent by the year 2021 (3). This has implications for determining governmental priorities in the allocation of resources to the varying age groups, particularly as the older population is itself ageing (4).

Due to advances in medical technology, there is an increased survival rate of children with disabilities and of infants with low birth weight. Stanley (5) notes that, as birth weight falls, cerebral palsy rates increase and while the majority of low birth weight babies are normal, some 20 to 40 per cent will have minimal motor handicaps, specific learning problems, deafness or visual handicap. These changes have clear implications for education, both in special school or class settings and in mainstreamed classrooms.

The patterns of migration continue to bring to Australia significant numbers of immigrants and refugees from Asia and, more latterly, from Central and South America; by 1981 persons born in Asia constituted 12.4 per cent of the overseas-born population whereas in 1966, the proportion had been only 4.8 per cent. Thus the cultural and linguistic mix in classrooms becomes more pronounced. A particular challenge is posed to schools in fostering the development of refugee children and adolescents who had minimal or interrupted schooling in their countries of origin. A further challenge, not always perceived by schools, lies in meeting the particular developmental and linguistic needs of children, resident for some years in Australia or born in Australia, from non-English speaking backgrounds.

The geographical dispersion of Queensland's population noted by the Bassett Committee remains characteristic.

The geographical mobility of the Queensland population is marked (6). Over the period 1976 to 1981, only 47.6 per cent of the population remained in the same place of residence; the pattern was similar in metropolitan (50.3 per cent) and non-metropolitan (45.3 per cent) areas. More recent data show that, in the twelve months preceding 30 June 1984, 20.8 per cent had changed residence. The majority of the movements were within Brisbane and within non-metropolitan areas, but there was some movement between the metropolitan and non-metropolitan areas.

These movements have a two-fold significance for schooling: they pose challenges to the development of effective school or community relationships and students face problems in the establishment of new relationships with peers and with teachers. The extent of the issue is shown in the mobility rates among the young, during the twelve months ending 30 June 1984:

5- 9 years	:	19.8 per cent
10-14 years	:	16.7 per cent
15-19 years	:	25.2 per cent.

2. The family:

Bassett Committee, 1978: Trends 1971-78 (Summary)

Changes in family structure, with more women entering the work force and thereby altering family lifestyles; in 1976 women constituted 42.2 per cent of the total Australian work force but only 38.6 per cent in Queensland; rising divorce rates; a marked swing against early marriage; increase in rates of re-marriage; increasingly less authoritarian attitude of parents towards their children; wide range of family patterns, with a single stereotype of the Australian family no longer tenable.

1987 perspective

The above trends have become accentuated. Data from the 1981 Census show that 84.6 per cent of Australians still live in families, but only 60 per cent live in families which contain two parents and offspring (7).

The divorce rate is approximately three times that of ten years ago with an increase in single-parent and in blended or reconstituted families. There is an estimated present breakdown rate of one in three families (8). If the 1982 divorce rate were projected across the lifetime of current marriages, it is reported that about 40 per cent would end in divorce. Over 60 per cent of divorces involve dependent children. Since 1976 there has been a 29.4 per cent increase in the number of single-parent families. Moreover, many of these families are characterised by poverty; in July 1983, the vast majority of single-parent families were headed by women, only 39 per cent of whom were in the paid work force. Also, Edgar (1985) indicates that since the 1978/79 Income Survey there has been a 54.4 per cent increase in the number of couples with children living below the poverty line (9). He suggests we need to extend the meaning of the term "poverty" to mean "a standard of living so low that it excludes people from the community in which they live".

A further social indicator of stress within families is the increasing violence in the community and violence within families directed both to adults and to children; the incidence of abused children is a major current concern in the society. Again the implications for schools and teachers are clear; children subjected to stress and change in the family have special needs and schools have an important role in meeting those needs.

The past decade has seen no diminution in the number of forms of family structure and it is to be assumed that this variety will be maintained.

3. Female roles:

Bassett Committee, 1978: Trends 1971-78 (Summary)

Evolving redefinition of the role of women in society; movement towards greater equality of participation in the higher levels of education, but with Queensland remaining below the national average for tertiary enrolments; women still predominantly located in subordinate positions in the work force; challenge to the existing sex-related stereotypes.

1987 perspective

The evolving redefinition referred to by the Bassett Committee has gained pace, especially with governmental initiatives designed to secure equal opportunity for women in the workplace and in the society. These initiatives have been complemented by action designed to reduce sex-stereotyping in schools and to endorse equality of educational access for both sexes and sensitivity from teachers to gender-related issues. In 1987, it would appear that, on the wider social scene and within schooling, this trend is still at the emergent stage.

Participation rates of girls in senior secondary and tertiary study have improved, and in May 1984 in Queensland, in the age group 15 to 24 years, 30.5 per cent of males and 29.5 per cent of females were attending educational institutions, either full-time or part-time. Over the past few years, there has been some trend towards enrolment of women in a wider range of tertiary courses than had previously been the case.

The lack of male role models available for many young children in schools gives some cause for concern. In 1986, men comprised only 4 per cent of preschool staff and 30 per cent of staff in primary and special schools.

4. Multiculturalism:

Bassett Committee, 1978: Trends 1971-78 (Summary)

Australia traditionally a country of immigration, but an increasing proportion of migrants from non-English speaking countries, with Queensland sharing in the general patterns of immigration but to a reduced degree; much of the movement into Queensland was from interstate; a reconsideration of the general nature of Australian society, with the presence of large numbers of people from diverse cultural traditions and a shift in official and public attitudes towards the special problems confronting Aboriginal Australians - a reversal of government policy from assimilation through integration to an increasing acceptance of cultural pluralism as the basis of Australian society, but this movement being uneven and incomplete.

1987 perspective

Australian society seems to continue to move slowly and uncertainly to a full acceptance of multiculturalism and a resolution of the central issues of social cohesion, equality and cultural identity, despite its diverse composition. During the five-year period 1981-1986 overseas-born immigrants contributed 27 per cent of the increase in the Australian population. Community acceptance of the Asian migrants in particular continues to be a source of concern. It may be noted that the number of Vietnamese-born migrants in Australia has more than doubled in the past five years (from 43,400 in 1981 to 87,900 in 1986). During this period the total Asian-born population increased from 385,600 to 553,400.

The limited acceptance of Asian migrants is linked with the fact that Australia still seems some distance from full recognition of the implications of its geographical location. As Middleton et al. (1984) comment:

> "Whilst Australia's links with Europe are important in terms of understanding the social and cultural origins of many of its citizens, it has become increasingly necessary to acknowledge Australia's cultural contacts through immigration, trade, defence, foreign policy and tourism with Asia and the Pacific Region." (10)

It may be that Aboriginal and Torres Strait Islander Australians have won a more secure place in the Australian scene but again the ideals of the acceptance of cultural pluralism in respect to the wider society's attitudes towards these groups are far from being achieved.

Within the schools, there have been programs aimed at enhancing all students' understanding and appreciation of Australia's cultural diversity, common values and ideals; there is some evidence that achievements so far have fallen short of what might reasonably have been expected (11). This is perhaps not too surprising, given society's ambivalence towards cultural diversity.

Within the schools, programs to assist migrant students to master English have also had varying success. A full commitment by systems and schools to fostering the specific development of these students, as part of the generality of the student body, has not yet been achieved (12).

The past decade has seen a strengthening of ethnic press and broadcasting, although recent government moves to amalgamate the Special Broadcasting Service with the ABC (1986) have raised concerns within the ethnic communities. In line with the espousal of the need to respect the cultural identity of all

Australians, there have been relatively recent moves to support the biculturalism, including bilingualism, of students whose first language is a language other than English. The Commonwealth Schools Commission, in its report on Commonwealth Specific Purpose Programs for Australian Schools, had in November 1985 proposed an Australian Community Languages and Culture Program with an emphasis on mother tongue maintenance for both non-English speaking background students and Aboriginal and Torres Strait Islander students. In the event, this program did not eventuate but in its Administrative Guidelines for 1987 the Commission indicated the continuance of Multicultural Education as a priority area, within the Projects of National Significance Program, with support to be provided for innovative educational activities in the area of teaching and learning community languages as well as the investigation of issues relating to cultural differences (13).

The Aboriginal and Islander students are a particularly significant section of the Queensland school population; among the 15 to 24 age group they comprised in 1981 2.5 per cent of the Queensland population, compared with 29 per cent in the Northern Territory and 3.2 per cent in Western Australia, but only 1.0 per cent or fewer in the other Australian states (14).

5. Economic change:

Bassett Committee, 1978: Trends 1971-78 (Summary)

Alterations in the economic structure, in the third quarter of the century, with generally sustained economic growth and low levels of unemployment until the 1974 onset of the recession, a strong decline in the rural sector, an expansion in the mining sector from the beginning of the 70s, a decreasing contribution by the manufacturing sector and marked increase and change in the service sector; increased availability of air transport, strengthening of communications, growth in tourism, development of services for industry and substantial increase in the range of social services; patterns of employment in Queensland followed the national trend, with the wholesale and retail trade providing the largest group in employment (20.2 per cent of the work force), followed by manufacturing (16.5 per cent) and primary production (11.3 per cent); significant alterations in the pattern and direction of external trade, with marked extension of trade relations with Asia; persistence of high levels of unemployment, especially among the young; the influence of technology.

1987 perspective

Their review led QERC to conclude that perhaps the most outstanding characteristic of contemporary Australia (1985) was the concern about the current state of the economy and the country's economic future; they noted Australia's sharp economic downturn (15). The inconsistent patterns of growth since that review give relatively little basis for an optimistic view of at least the short-term future.

Reviews conclude that Australia is in the process of moving from an industrial to a post-industrial economy. The marked increase in the service sector noted by the Bassett Committee has continued. For example, for employed persons in the 15 to 24 year old age group, the period from 1973 to 1984 saw a marked change: a drop in manufacturing from 21.3 to 17.6 per cent, in construction, transport, storage and communication from 14.5 to 10.2 per cent, but increases in wholesale and retail trade (from 25.0 to 28.3 per cent), community services (11.3 to 13.3 per cent) and entertainment, recreation, restaurants, hotels and personal services (5.6 to 8.1 per cent) (16). In 1984 52.5 per cent of young employed men were in the occupation group of tradesmen, production process workers and labourers; 62.6 per cent of young women were employed as clerical and sales workers. For the population as a whole, there has been a marked upsurge in employment in the information sector which, according to the Commission for the Future, represents 40 per cent of today's work force (17).

The QERC report comments on the interrelationship between the economy and education:

> "Restructuring of the economy requires changes in attitudes and the development of skills and ingenuity. The education system will need to enhance the capacity of individuals to bring about and to maintain and further develop new directions. Moreover, high rates of economic growth are necessary if the resources are to be available to achieve the social objectives of an enriched quality of life and a redistribution of social and economic opportunities to the hitherto disadvantaged."

Further, the QERC report estimates that,

> "For the future, the types of employment most likely to grow appear to be those in installation, maintenance and repair, information processing, administration, clerical and other office activities, and personal services, both public and private. They are noteworthy because they are not tied to any particular industry or employer. Neither are they clearly associated with particular formal educational qualifications. At the same time they tend to involve high degrees of client contact and interpersonal skills which are not accommodated by traditional classifications of skilled and unskilled work, and they are not likely to provide many full-time job opportunities for teenagers." (18)

The employment prospects for youth seem far from rosy. The Kirby Report (19) estimated an increase in the number of school leavers over the next few years (taking account of the numbers in the age group and the increased school participation rates); an increase from 1983-84 to 1987-88 of 40,000 school leavers will need to be accommodated in education, training and/or employment.

High levels of unemployment persist: 8.4 per cent of the work force in December 1986 and a high 22 per cent for youth. In November 1985, 17.6 per cent of the teenage labour force were seeking employment, the unemployment rates among boys 15 to 19 years being 16.6 per cent and among girls in the same age group 18.6 per cent (20). There was a relative concentration in the unemployed group of working class youth, girls, migrants without English language skills, Aborigines and those living in geographically remote areas.

At the same time, however, there has been a marked increase in part-time employment among teenagers; these jobs tend to be low-paid, with few prospects and little security. Wilson and his colleagues point to the increasing numbers of young people who are full-time students and part-time workers; as they indicate, despite the probable significant implication of this trend for school organisation and curriculum, little research has yet been devoted to this topic (21).

The state of the economy has clear implications for resource allocation to education. Further, the prevailing economic climate, the high rate of youth unemployment, the restrictions on choice of employment, allied with the relatively limited number of available tertiary places, create among the young anxiety, uncertainty and pessimism about their future. This probably serves to diminish their enjoyment of the present and their positive search for personal identity. Almost inevitably, many become predisposed not to explore their full talents and potentials in the schooling situation. This poses a high challenge to schools and teachers.

6. Technology:

Bassett Committee, 1978: Trends 1971-78 (Summary)

This Committee had noted the significance of the technological advance that had occurred prior to 1978.

1987 perspective

Even in the relatively short period since 1978, there have been enormous advances in the field of technology, particularly but not only in communications (micro-electronics and telecommunications). Today technology permeates every aspect of our life: environment, industry and the work place, transport, communications, educational institutions, cultural and sporting activities, recreation and leisure, medicine. There is the promise of a deeper and more significant penetration in the years to come, although the precise nature and direction of technological change cannot be foreseen with certainty.

The development and utilisation of modern technology are seen by most commentators as keys to Australia's economic growth and the position it will occupy on the international scene. Technology will have major effects on employment patterns, but there is disagreement among the analysts about the nature of those effects (22). As the Kirby Report (23) concludes, the future content of jobs will depend heavily on management objectives and philosophies adopted to cope with technological change. The Australian Education Council Task Force on Education and Technology, while recognising the complex and uncertain effects of technology on employment, concluded that the likely effects include:

- "significant restructuring of the labour market;
- redundancy among certain skilled and unskilled groups and a need for training in emerging technologies;
- limited growth in particular areas of high technology employment which demand an intensive education and training effort;
- more frequent changes in occupation during a person's working life; and
- a growing emphasis on generic skills." (24)

Of specific relevance to educationists concerned to understand social change is the information and communications technology, with the move from a print culture to one which has been described as an electronic and audio-visual culture. The installation of AUSSAT furthers this development (25). In 1985, the British Library (26) identified a number of current trends in information technology: increased capacities of computer storage technologies, with decreased costs; major improvements in the speed and reliability of telecommunications facilities, through digital network development, satellite transmission and the integration of voice and data systems, with a major growth in local, national and international networks; a developing need for systems integration. They foresaw a growth in importance over the next ten years of micropublishing (with digitised text of publications distributed on compact, low-cost physical media). All of these developments will facilitate access to information but an emerging concern is the possibility that there will be in the society a new basis of disadvantage, arising from inequity of access to, or incapacity to utilise, information, thus resulting in "information-poor" and "information-rich" segments of the community (27). The introduction of the satellite means that people in remote and isolated situations, a significant group within Queensland, are less likely than they previously were to be confined to the ranks of the "information-poor".

Developments in communication technology will not only serve utilitarian interests but will also enhance cultural transmission, and provide a diversity of paths to the enrichment of human experience, the stimulation of imagination and creativity and, where these are different from the foregoing, will have direct effects on leisure patterns.

Leisure, both its amount and its nature, is one of the areas of life increasingly affected by the new technology as well as by the values of the community. Williams has analysed the complex effects of technology on leisure and, since by the end of the century time available for leisure might be twice that spent at work, he is among the social analysts who urge attention to the problem of "using great leisure well" (28). Hull and Wallace (29) discern four trends in leisure use: a more balanced approach, with elements of relaxation, entertainment and self-development; increased individual control of leisure opportunities; increased individual capacity for discrimination among opportunities and for making effective personal choices for leisure; increased participation of individuals in the construction of their own experiences. It is important to note that many analysts believe that the distinction between work and leisure is too simplistic. Those who are unemployed, especially young people, are not at leisure; rather, they are at non-work. Society and schools need to address this phenomenon, which has potentially serious implications for both individual and social well-being.

The new technologies pose challenges to the society and to its members. The Australian College of Education's choice of theme for its 1984 conference (The Human Face of Technological Change) reflects these challenges, challenges addressed by increasing numbers of writers (30). There is the need for people to understand and to use the new technology, to be positively oriented to its potential benefits, to feel that they are masters, in control, rather than manipulated puppets. They need to be able to withstand its potential dehumanising, depersonalising and isolating effects, and to maintain their own priorities in a situation of information overload. They need to be aware of the social and moral implications of the technological revolution and to be able to make a genuine contribution to the resolution of the dilemmas that the applications of the technology create.

There is the strong likelihood that the information technologies will exert major effects on both teaching and on styles of learning. The OECD 1985 analysis of education in modern society led it to comment:

> "There is consensus among specialists that the computing power available at a given purchase price is doubling about once every two years. This is clearly having far-reaching effects upon the kind of society we live in. Even more fundamental, perhaps, as far as education is concerned, is that these technologies may well be changing our models of thinking, intelligence, memory and attention and hence knowledge, learning and teaching. Thus the long-term impact upon education may extend well beyond the possibilities opened up for new ways of learning reading, writing or a foreign language.
>
> For some, these developments represent an evolution rather than a revolution - another development, like others before, that only add to the pedagogical equipment available to schools and teachers. However, this is probably a serious underestimation of their potential as the situation is essentially new in a number of respects. First, the educational potential of the new information technologies is larger than had been anticipated two decades ago on the basis of the computer-based teaching/learning methodologies developed at the time. Developments show that they can be more than a support tool for the teacher or a new subject in curriculum. The information technologies have also the potential to change education radically in its very structure and organisation, in terms of manpower (numbers, competence profiles, task diversity, etc.) and of production and delivery systems.

> ... There are the broader questions of how new information technologies can be used throughout education for new methods of learning - what are their potential and use?
>
> ... It is thus necessary to consider how these 'languages of modernity' should be learned in the widest terms, embracing their curricular and pedagogical implications, and those for the organisation of learning and the role of the teacher.
>
> ...
>
> Learning about modern technologies, therefore, should not be narrowly conceived to mean acquiring only the skills for their use, nor is it free of risks. Priority should be given to enlarging the understanding of their place in modern societies. Technological advances and uses are human developments, not inevitable and exogenous. Therefore, the overall aim should be education for the mastery of the enormous potential new technologies offer, which means the command of how they are to be used as much as how they can be operated. As such, education for the 'languages of modernity' is a part of the general learning of values ... at once controversial but, equally, unavoidable." (31)

Thus modern technology poses at least four challenges to schools and teachers. Firstly, schools must assist students to become fully at home in the contemporary and evolving technological environment, capable and discriminating users and consumers of its processes and products; impetus to the achievement of this goal has been recently provided through initiatives of the state and non-state school systems and through the Commonwealth Schools Commission's Computer Education Program, and the report of its Advisory Committee on Computers in School (32). This goal needs for its achievement attention not merely to the expanded range of "literacy" skills and understandings but also a strengthening of general achievement and of feelings of competence and confidence. Secondly, schools must be alert to the potential negative effects of living in a technological society and shape their programs in such a way as to enable students to safeguard themselves now and in the future from such effects. Thirdly, schools need to assist students to develop their problem-solving skills, their creativity and their imagination, not only because living in a technological age requires these skills but also because they are skills necessary to full realisation of their humanity. "Education for people's sake does not serve predefined technological ends. Rather, it provides individuals and social groups with the principles and skills necessary for achieving their own greatest self-realisation." (33).

In his opening address to the ACE conference in 1984, the Governor-General expressed a perspective increasingly urged by educators and community leaders:

> "... the challenge of education is very much one of teaching how to remain human in a technological age, how to retain those human values which have been developed over the ages, using technology to foster and to encourage rather than to suppress and to destroy.
>
> Side by side with that may go, not at the expense of education in the skills needed in high technology but in parallel with it, a learning of how better to appreciate all those cultural and aesthetic pleasures and activities which largely lie beyond the reach of technology; pleasures whose enjoyment calls for no technology either when passively enjoyed or actively participated in and which are open to all. These range, I suppose, all the way from literature, music and the performing arts to growing vegetables and bush walking. If we are about to enter a new age of high technology let us at least all learn to enjoy it!" (34).

Finally, schools and teacher education institutions have an obligation to utilise to the full those modern technologies relevant to the teaching/learning processes. While an early response is likely to be focused on low-level skills and applications, it is important, as Ausburn et al. (35) urge, that the potentials of the technology be exploited in a more sophisticated way, for example, through computer use in activities such as simulation and problem-solving, data-base networking and skills such as word processing, spreadsheet operation and data base management; these comments are made in the context of considering the use of high technology in tertiary education, but they are equally applicable to the school scene. The delivery of distance education at all levels (including in-service education for teachers) can become transformed through insightful use of the new communications technology.

7. Participation in education:

Bassett Committee, 1978: Trends 1971-78 (Summary)

Rise in retention rates to Year 12 from 1:7 in the early 60s to more than 1:3 in 1976.

1987 perspective

Enrolments of eligible 4- and 5-year olds in preschools increased from 55.2 per cent in 1979 to 75.4 per cent in 1986. There has been a further dramatic increase in participation rates in the senior secondary school in Queensland. Whereas only 55.8 per cent of students progressed from Year 10 to Year 11 in 1982, this percentage rose to 72.5 per cent in 1986; similarly retention rates Year 11 to Year 12 rose from 81.8 per cent to 84.9 per cent (36). Even higher retention rates are desired by governments.

These increased retention rates have major implications for the society of the future, provided that schools can offer to all who remain at school a meaningful and effective education and provided schooling proves attractive to all the groups within the society; these two factors are of course interdependent. Federal government concerns to achieve quality, equity and sustained participation in schooling are highlighted in the Commonwealth Schools Commission's Participation and Equity Program introduced in 1983. The 1984 Guidelines state:

> "The program will make funds available to the states and non-government schools to stimulate broadly based changes in secondary education including:
>
> - catering at all stages more adequately for the needs of the full range of students;
> - making changes to secondary schools organisation to accommodate more adequately the social, economic and cultural diversity of students, and to promote self-confidence, independence and a sense of autonomy in all students;
> - reforming and diversifying the curriculum;
> - reviewing credentialling and assessment arrangements, including provision for accreditation of work experience;
> - changing and developing teacher attitudes and skills;
> - improving the relationship between schools and the community, and community attitudes to education." (37)

These objectives are reflected, too, in measures initiated by the state Education Department and the Catholic Education Office.

Participation in the TAFE sector has continued to expand; enrolments rose at Queensland TAFE colleges from 104,900 in 1982 to 158,302 in 1985; in the rural training colleges the enrolments rose from 524 to 731. During that period new TAFE colleges were established in the Burdekin and South Burnett regions.

Other recent developments include the move to establishing Senior Colleges and increasing collaboration in the offering of courses between the secondary and TAFE sectors.

A major deterrent to expanded participation in higher education remains the limitation in the numbers of places available at Queensland universities and colleges of advanced education. In 1987, for examply only approximately 23,300 offers could be made through QTAC* to a total of 37,135 applicants. In 1984 Queensland still had the lowest participation rate in educational institutions of the 15 to 24 year old age group. Whereas the participation rate was as high as 38.9 per cent in New South Wales, 43.7 per cent in Victoria and 51.5 per cent in the Australian Capital Territory, it reached only 30 per cent in Queensland (38).

A further problem arises in relation to the allocation of these scarce places to the competing groups of school leavers and mature age students; the Federal government's policy has been stated:

> "The Government notes the trend in recent years of rapidly increasing numbers of mature age students in higher education, particularly part-time students. The increase in participation by this group has been instrumental in broadening access, particularly for women. The Government would be concerned, however, if a continuation of that trend affected enrolments of young people, particularly school leavers, at a time when the demand for places exceeds supply." (39)

In fact, as QERC reports, the rate of transition from school to higher education was significantly lower in the early 80s than it had been in the early 70s (1974: 54.3 per cent; 1984: 41.4 per cent); there was also a decline over the period in the percentage of the age group enrolling (1974: 18 per cent; 1978: 15.9 per cent; 1982: 14.1 per cent; 1983: 14.7 per cent; 1984: 16.2 per cent) (40).

8. Problems of change:

Bassett Committee, 1978: Trends 1971-78 (Summary)

The inevitable strain on people and institutions created by rapid change; increase in mental disorders; ongoing concerns over drugs and drug dependency; growing awareness of child bashing and wife bashing as central issues, leading to a network of official and ancillary social welfare organisations, with the school establishing wider contacts in its position as an important social welfare agency; the movement towards more participatory and open decision-making; desire in youth for autonomy in their affairs and some disquiet about the world in which they live; changes among some in perspectives on work, with the latter being viewed as a means to the end of a richer personal life rather than an end in itself; increasing leisure and interest in education for leisure; growing awareness of difference which is an essential part of a pluralist society; emergence of alternative life styles, which have focused attention on the social goals of education; public debate about social diversity.

1987 perspective

As we have seen in the preceding sections, those elements of stress and strain in the society identified by the Bassett Committee have intensified rather than diminished during the past nine years. An additional indicator which has emerged is firstly the identification and then the mounting incidence of the Acquired Immune Deficiency Syndrome associated with sexual mores and the increasing prevalence of drug addiction. There are mounting concerns about the quality of life; the threat of a nuclear holocaust remains, exacerbated by nuclear accidents; worries about people's relationship with the environment (both natural and chemical) have intensified. The new technologies have had some adverse environmental impacts.

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* Queensland Tertiary Admissions Centre.

Australian youth statistics must be a cause of concern. For example, in 1984 one-third of all deaths in the 15 to 24 age group were related to alcohol or other drugs; 36.7 per cent of persons killed in road accidents in 1983 were 17 to 25 year olds; 39.4 per cent of all prisoners were aged under 25 years, with the age group 20 to 24 years having the highest prisoner:population rate of any age group. The number of homeless youth increases. In 1980-81, there were 12,382 requests for emergency accommodation at services funded by the Youth Services Scheme. Only 43.4 per cent of these requests were met; in over a quarter of the cases the failure of the request was due to the services already being used to capacity (41). We have already noted the very high unemployment rates, the restricted number of tertiary places available and the high rates of marriage breakdown.

If the problems outlined above are disturbing, the possibilities for both short-term and long-term positive action are steadily increasing. One of the aims of education is to replace ignorance and prejudice with knowledge and compassion and to provide people with the tools and values to tackle problems. The ever-increasing quality of teachers and teacher educators is one of the most important and reassuring aspects of social change. There are countless examples of young people responding bravely and thoughtfully to the challenges which confront us all. That they do so is no small tribute to the schools which serve them and the broader community.

9. Public interest in education:

Bassett Committee, 1978: Trends 1971-78 (Summary)

The emergence of education as an arena for public scrutiny, and the realisation that formal and informal modes of learning and child support are inextricably mixed; shift in public attitudes towards education, closely linked with the perceived impact of technology in society; formal qualifications recognised as the main avenues for worthwhile careers; the emergence during the 70s of education as a major national issue; increase in Commonwealth expenditure on education and enlarged role.

Some confusion about educational goals and pessimism that education has failed to lead to fuller and more affluent lives; demands that the schools should operate in a pragmatic manner, concentrating on the development of work skills; debate over the respective claims of general, vocational and technical education; challenge to the long-assumed nexus between educational opportunity and the ability to find good jobs, with high youth unemployment; doubt and uncertainty about the nature and function of schools.

1987 perspective

Again, the comments of the Bassett Committee apply in 1987. The problems have not been resolved and the public debate about education - its procedures, purposes and outcomes - continues at a heightened pace. Indeed, as we saw in Chapter 2, the education systems have themselves, in launching their enquiries in the early 80s, called for public debate and submissions. This was notably the case with Education 2000. In times of rapid change, such community discussion is essential.

It is of interest to note that in 1985 the Queensland Education Department convened a conference of seventy representatives of secondary and TAFE students from throughout the state to discuss Education 2000. The students urged that teachers, students, parents, employers and employees be involved in decision-making in education, and suggested that:

> "A uniform state-wide policy should be developed for student representative councils, ensuring coordinated and real support through a service to maintain their efficiency and effectiveness." (42)

A particular perspective of the debate on the purposes of education is provided by analyses of industry needs and national productivity concerns. These tend to focus on the secondary school but inevitably have implications for the earlier years of schooling and for the post-compulsory years. Both the Kirby Report and the QERC Report (43) may be regarded as responses to the voiced criticisms from industry. In similar vein, in the U.K., Tolley (44) reports that pilot projects have been funded in every local education authority with the intention of broadening the curriculum for the 14 to 18 year olds, providing a sound base of technological and vocational studies and encouraging exciting developments in methods of learning; he refers to teachers and trainers who "lack the will to step on to the escalator of change." He argues the need to put the new technology to work:

> "There is more to this than either extending the blackboard by using an overhead projector, or in putting on a VDU a page of information that might just as well stay in a book. It is the learning process itself that is under scrutiny and in process of change. Access to information bases; self-learning on demand; continual updating; competence based assessment and the loosening of the tyranny of the course timetable and of the examination system - increasingly these things will provide the context of learning. There will be limited effect on competence and skills unless, accompanying learning materials that relate to the content of skills and knowledge, there is emphasis upon learning to learn and upon attitude change that must accompany learning. In companies therefore training must be accepted as a central responsibility of management at all levels. And in educational institutions, the skills of learning must be continually developed."

Other educationists believe that industry-oriented needs give greater weight to the vocational and technical (to science, technology and the study of work and computer skills) than to general education (45). They regret the pressure for a utilitarian criterion and the overemphasis on limited and confined goals of schooling. The Commonwealth Schools Commission, for example, concludes that:

> "It would be unfortunate if instrumental concerns for producing economically useful citizens overshadowed cultural and personal goals, some of which are mentioned in Chapter 5 of the QERC Report. Because of the nature of its inquiry, QERC has not strongly addressed the significance of worthwhile, culturally rich content and the application of processes which generate the capacity for critical reflection and greater 'cultural literacy'."

The OECD analysis exemplifies the complex interrelationships between education and the economy and provides a summary of the major issues, indicating in effect that there is no inevitable conflict between goals espoused by industry and those advocated by educationists:

> "It is apparent in examining education's wider environment that the economic, the social and the cultural aspects of contemporary change are so interlocking that often they cannot meaningfully be separated. It is increasingly realised that economic performance is a function of the cultural values and social institutions in place in each country, education prominent among them. This takes on special significance

> as it comes also to be recognised that education's role in preparing and fostering non-cognitive traits, and values and attitudes more generally, may be just as critical a part of its impact upon the economy as its transmission of technical, cognitive knowledge and skills. Thus, education's role in equipping the populations of OECD countries for the economy and their working lives extends well beyond providing the 'right' level and mix of knowledge and skills, important though this is. It has a far-reaching, if often intangible, effect upon such factors as productivity, entrepreneurial attitudes, saving and consumption habits, attitudes to innovation and to job satisfaction, industrial relations." (46)

The School Commission's and the OECD's urging of the need for recognition of the wider goals of education is reflected in much of the current thinking and writing of educationists. There is an increasing concern that schooling should play its role in helping children and adolescents to develop life skills to equip them to function in adult life. These are well summed up by Evans and Poole:

> "To the extent that the social order presents problematic situations and to thrive requires adaptability and responsiveness, so too do different sets of life skills become important, for example, those of social relationships, self-management, social awareness, solving problems, and learning how to learn." (47)

Some conceptualisations of "life skills" emphasise the specific elements of the broad range required in the modern society; for example, Ellyard (48) includes:

". a higher level of self-starting, self-realising and entrepreneurial skills than at present;
. a constructive yet questioning attitude to technology, which is neither uncritical adulation, nor neo-Luddite abhorrence;
. a recognition of the relationship between science and technology on the one hand, and social, economic and ecological change on the other;
. a willingness to seek constructive and cooperative arrangements to deal with technological change in the workplace and in other areas;
. a commitment to sharing equitably the benefits and costs of technological change;
. a capacity to utilise educational services on a continuous basis better in order to improve levels of skills, particularly work skills and to develop new areas of knowledge throughout life; and
. a world view, a greater concern for global as well as national and regional problems. If we are going to trade more with the world, we have to be much more perceptive about the needs and interests of other cultures."

CHANGING EDUCATION CONTEXTS AND LEARNING ENVIRONMENTS

Significant changes in education have taken place in Queensland since the last review of teacher education was conducted in 1978. There follows a brief summary of the major developments which have occurred in both the state and non-state systems. Many of the school-level changes mentioned have implications for the preparation of teachers in this state.

The areas outlined indicate a number of substantial changes in the ways education is viewed and delivered. Particularly significant are the changes which have occurred in the curricula of schools and in the process of schooling itself.

1. Changes in curriculum development and implementation:

(a) Curriculum development

In recent years, the trend towards school-based curriculum development has increased significantly. This trend can be seen in all levels of education. Education 2000 emphasises that school-based processes must be active in implementing educational programs relevant to the needs of students and the community. The growing acceptance of school-based initiatives as integral components of curriculum development has been accompanied by increased responsibilities for schools and by increased pressures for school-level accountability. Later in this chapter there is reference to teacher mobility; this level of mobility has implications for school-based curriculum development.

At the preschool level, both teachers and parents play a major role in developing the aims and philosophy and selecting appropriate resources. Currently the Education Department is working on the development of curriculum guidelines for the preschool year; these, through the support they will offer to the preschools, should strengthen even further the programs which are offered. Primary curriculum development occurs within a system-level structure that provides the framework within which schools prepare and implement their educational programs. The tendency has been for primary curriculum development to become more oriented towards process, concepts and skills, allowing for the possibility of developing curriculum materials at the local level that reflect the needs of the particular community served by the school. At the secondary level, teachers and schools have a significant input into subject syllabuses, especially for programs registered as "School Subjects". The TAFE system involves a large number of individuals and organisations in the formulation of curriculum, including students themselves, relevant employer and employee groups, and professional and special interest groups.

The Department of Education's discussion document Education 2000 suggests the need for greater curricular continuity to be promoted through broad, system-level guidelines. It would seem that, for the years of pre-compulsory and compulsory education, the trend will be towards the development of P-10 curricula, which in the Department's view "could be seen as a gradual progression from a holistic development approach at preschool level, into specific subject streams pursued in ways that help students to achieve the individual depths of understanding required to undertake a range of study and employment options following Year 10"; the Report continues:

> "... relationships between the senior primary and junior secondary areas could be strengthened if curriculum guides were developed to span this period in a coordinated way in order to focus on skills, concepts and processes, organised around a common core of major subjects but with diversification being provided through the use of electives in Years 9 and 10." (49)

Australian education systems have for several decades endorsed a concept of a broad common education program (with a fostering of individual interests) at the level of primary schooling, but until recently this has not been the case in secondary education. Presently there is a fundamental reappraisal of the secondary schools - their goals, programs, structures and processes. To achieve the broader goals of education, and to meet the needs of the full spectrum of students, a number of the recent state enquiries into education have called for a substantial core of studies for all students throughout the total secondary program supplemented by a wide range of electives, the latter to receive an increasing emphasis through the later years. The common core is seen to be essential to foster the development of all children, to engage them meaningfully in the learning and developments necessary for effective and personally satisfying participation in life in today's and tomorrow's world. Thus, the Victorian Ministerial Review of Post-Compulsory Schooling Discussion Paper (50) nominated five areas (mathematics, science/technology, humanities, the arts and the study of society), each to be pursued in some form by all, with common elements and alternatives within each area, all elements to be challenging and to be pursued with vigour. Middleton et al. (51) have compared the seven schemes which have been proposed for the different states and territories.

Education 2000 does not propose such a core for the post-compulsory years. Rather, in response to the need to reappraise the approaches taken by both secondary schools and TAFE colleges in light of the present socio-economic conditions, the Report suggests, as an option for consideration, that educational programs for the post-compulsory secondary and TAFE sectors be coordinated and developed cooperatively to cater adequately for the widely divergent needs of students and the requirements of employers and institutions of higher education.

With respect to secondary schools in Queensland, implementation of the proposals of the Review of School-Based Assessment (52) bears testimony to the increased role of schools in the development of curricula particularly with respect to broad framework syllabuses. It is considered that these developments have the potential for making curricula more relevant to the needs of students and more responsive to the outside world.

There has been, in the last several years, a growing emphasis on school evaluation: in its formative mode, this has had a very real impact on curriculum, particularly at the primary school level. The definition of "curriculum" in this context implies and includes: programs, policies, philosophies, pastoral care, discipline and management, all of which have undergone significant changes. In Catholic schools, these changes are associated with initiatives such as the school level evaluation program, and similar evaluative techniques. Cooperative school evaluation is also becoming an increasing characteristic of the state school scene.

(b) Curriculum support

To meet the needs caused by changes in curricula, employing authorities have increased the provision of support services - in terms of both professional, specialist support and non-professional support. Some of these involve resource and remedial teachers and teacher aides, as well as the extension of guidance and resource services and in-service education.

(c) Links between school and community

A further example of the developing curricular links between schools and the outside working environment is the increasing involvement of schools in work experience programs.

These work experience programs usually fall into three categories:

. General programs in which work experience is offered to all or most of the students in a particular year level;

. Programs associated with special transition education courses for selected students;

. Subject-oriented programs associated with the teaching of a particular subject such as social studies or vocational subjects.

Within TAFE institutions, curricula are particularly responsive to changes in the work place. The TAFE system is able to respond to changing employment demands and community needs, and is able to prepare students for broad life roles. There has been a major increase in the number of TAFE courses offered in recent years, especially since 1977 when the TAFE system became part of the tertiary sector for Commonwealth funding purposes. The range of courses offered has been greatly expanded, particularly in the area of pre-vocational courses and courses designed to foster greater community involvement in technical education.

Since the 1970s, there has been increasing community interest in education and concern for accountability. Debates over the basics (3Rs) in education, standards of education, human relationships courses and religious education in schools have ensued. Similar debates prompted the appointment in 1978 of a Parliamentary Select Committee to investigate the education system.

To enhance the quality of the learning environment in Catholic schools there has been introduced the School Board Development Program (resulting in extended and more meaningful parental involvement), Leadership Development Programs, and at the student level, Personal Development Programs which focus on students' self-image and the dignity of the individual. In the state sector, Education 2000 indicates the strong need for educational decision-making to be informed by community needs and aspirations. In the late 70s regional directors were encouraged to establish regional education advisory councils; the Committee reviewing the Education 2000 submissions noted support for such councils (53). The Department addressed the need, in addition, for local liaison and proposed that avenues be explored for enhancement of communications between all types of educational institutions and their respective communities.

In recent years, schools have made increased efforts to come to terms with issues affecting the community generally, particularly those which have special significance for children. As a result, measures have been adopted to assist children from other cultures, gifted and talented children and handicapped children and to make not only teachers but all students aware of the needs of these and other special groups. Further, the schools are responding to public need and demand through the introduction of computer education programs at primary and secondary school levels. One would expect changes in school curricula to continue as schools anticipate and respond to community needs and concerns; for example, there is likely to be increased emphasis on environmental education, personal development and health education; the teaching of community languages is likely to be extended, and there may well be increased efforts to ensure that all Australian children learn a second language. In addition, the information technology can be expected to develop a stronger place in the school curriculum with attention to the expanded range of literacy skills and, moreover, the technology itself may be expected to enhance collaborative efforts among schools in curriculum development.

2. Student assessment and credentialling:

Queensland was the first of the education authorities to replace totally the external examination at the end of secondary schooling with school-based assessment. At the beginning of the period under review, with the adoption of the Review of School-Based Assessment, there was a shift from norm-referenced to criterion-based assessment of students. Furthermore, the focus of the assessments widened. ROSBA had recommended the determination of competency in four domains:

(i) the acquisition and exercise of **specified cognitive skills** in a particular subject (process competency);
(ii) the acquisition of **specified content** in a particular subject (content competency);
(iii) the acquisition and exercise of **specified practical skills** in a particular subject (practical skill competency);

(iv) the manifestation of **affective responses** in so far as they are manifested in overt performance. (54)

Criterion-based assessment is particularly complex; as the Blackburn report in Victoria suggests and as a Queensland University Education Department team notes, "its practice is fraught with complex theoretical and operational difficulties" (55). During the forthcoming years, it is expected that further progress will be made in the resolution of these difficulties. Teacher education programs need to ensure student teachers are thoroughly conversant with such developments.

Currently there is in Australia widespread concern about procedures which allocate students, at the completion of Year 12, a single aggregate score which summarises their school achievements and provides a rank order of students. In Queensland, this single score, the TE score, is based on school assessments moderated by results on the Australian Scholastic Aptitude Test. The public concern in Queensland has led to the establishment of a Working Party by the Minister's Joint Advisory Committee on Post-Secondary Education and the Board of Secondary School Studies to review all aspects of entrance to tertiary institutions in Queensland; the issues under exploration include the effects on secondary schools of tertiary entrance requirements and issues connected with qualification for tertiary study, selection for limited tertiary places and the effects on tertiary courses of tertiary entrance procedures.

There is an associated but wider issue, also under public scrutiny; this is the form of the exit statement provided to students leaving school. At present in Queensland, as in other states, information is provided only on levels of achievement in the subjects studied. There is widespread concern over the reporting of student progress and attempts to ensure that certificates or school reports reflect as accurately and comprehensively as possible the students' achievements in all studies and, furthermore, provide information on their participation in school activities and their personal qualities. It has been suggested that such details would prove more useful to a wider range of users, including the students themselves, than is the case with current certificates. Furthermore, it is difficult to assure students that all their school endeavours are valued if only certain of these are the subject of assessment and report; assessment procedures exert strong influence upon their selection of the activities to which they will direct their energy and talent. Again, it might be expected that this issue will be addressed in the near future.

3. Nature of schools:

(a) Numbers

There has been a steady increase in the number and types of schools operating in Queensland, particularly non-government schools. The number of approved non-government schools increased by 13.7 per cent between 1979 and 1986, compared with an increase in the government sector of 6.5 per cent. In 1979, there was a total of 1,567 government and non-government primary, secondary and special schools, while in 1986 this figure was 1,693. The number of teachers employed in 1979 was 25,339 while in November 1986 there were 31,317 teachers in primary, secondary and special schools; this represented an increase of 23.6 per cent (56).

(b) Diversity of schools

There has been considerable diversification in the types of schools in which Queensland children are educated. In the government sector, Senior Colleges have been opened at Hervey Bay and Alexandra Hills. These represent a new concept for educating Years 11 and 12 students. A middle school, catering for students from Years 4-10, was opened in Roma in 1987.

One important dimension of the plurality which exists in the Australian society is parental aspirations regarding the climate of the schools in which their children will be educated. In the non-government sector, there has been a marked increase in the number of Fundamentalist Christian schools and the number of pupils being educated in Montessori schools has also increased. In Queensland, as elsewhere in Australia, there is the emergence of a trend in the desire of some parents to assume total responsibility for the education of their own children within their own homes.

Recent implementation of satellite technology strategies has meant major advances for the schooling of some rural and isolated students, an exciting example being the current Mount Isa School of the Air trial. Services to pupils have also been enhanced in the state system through such initiatives as the Priority Country Area Program, the expanded Remote Schools Video Tape Scheme, the Isolated Children's Special Education Unit, and developments in preschool and primary correspondence programs. A further example is the new Distance Education Centres opened in 1987 at Longreach and Charters Towers to cater for isolated children in these areas from preschool to Year 10 levels. The extended campus approach has enabled students at small secondary schools to broaden their choice of subjects through special linkages with the Secondary Correspondence School. A report which can be expected to exert a considerable influence on distance education in the future in Queensland has recently been completed by a Ministerial advisory committee (57).

4. Staffing of schools:

Analysis of the qualifications of teachers in Queensland schools (58) over the period 1980-1986 shows a doubling in the number of teachers with four-year qualifications (from 20.9 to 38.7 per cent). The proportion with three-year qualifications has remained relatively constant (39.9 to 41.3 per cent) and there has been a welcome decrease in the number with fewer than three years of higher education; the proportion in this group has been halved (39.2 to 20.0 per cent). Table 1 summarises these trends.

Table 1: Qualifications of teachers employed in schools in Queensland, 1980-1986

LEVELS OF EDUCATIONAL QUALIFICATIONS OF TEACHERS BY LEVELS OF SCHOOLING	PERCENTAGES OF TEACHERS						
	1980	1981	1982	1983	1984	1985	1986
Four-year							
Preschool	2.7	4.5	6.9	8.4	10.4	11.4	12.0
Primary and special	8.3	12.2	18.0	20.0	23.2	24.6	25.3
Secondary	41.3	45.0	51.2	52.5	55.5	56.5	57.8
Total	**20.9**	**24.7**	**30.6**	**32.6**	**36.0**	**37.5**	**38.7**
Three-year							
Preschool	85.1	85.7	85.4	84.8	83.0	82.5	81.6
Primary and special	48.8	50.6	50.6	51.0	50.0	50.1	51.0
Secondary	22.6	23.7	23.9	25.2	24.4	24.2	25.5
Total	**39.9**	**41.6**	**41.5**	**42.0**	**40.8**	**40.5**	**41.3**
Less than three years							
Preschool	12.3	9.8	7.6	6.8	6.6	6.1	6.4
Primary and special	42.9	37.1	31.4	29.0	26.7	25.3	23.7
Secondary	36.1	31.2	24.8	22.3	20.0	19.4	16.7
Total	**39.2**	**33.7**	**27.9**	**25.4**	**23.2**	**22.0**	**20.0**

The presence within the teaching force of almost a quarter of primary and special class teachers and a sixth of secondary teachers with fewer than three years of formal teacher education qualifications remains a cause for concern. A comparison of the qualifications of teachers under the age of 40 with those of their older colleagues shows that only a very small proportion of the former now have fewer than three years of higher education:

Table 2: Level of teacher qualifications by age

	PERCENTAGES		
AGE	FOUR-YEAR	THREE-YEAR	LESS THAN THREE YEARS
Under 40 years	38.9	52.6	8.6
40 years and over	38.3	18.8	42.8

The changing age distribution of the present teacher work force is shown in Table 3.

Table 3: Ages of teachers in government and non-government schools, Queensland

	PERCENTAGES						
	1980	1981	1982	1983	1984	1985	1986
20-29	47.0	45.4	43.3	41.0	38.5	36.4	29.2
30-39	28.2	28.7	29.7	31.6	32.8	33.9	35.2
40-49	15.5	16.8	18.2	18.9	20.2	21.0	24.7
50+	9.2	9.0	8.8	8.7	8.5	8.6	10.8

The period shows a significant ageing of the teaching force. Although the entrants to pre-service teacher education programs include a substantial cohort of non-school-leavers (in 1986, 19 per cent of entrants to Diploma of Teaching courses were aged 21 or over), the majority enter teaching at a young age. Thus the figures in the above table disclose that the teaching force is becoming both older and more experienced.

The number of overseas teachers coming to teach in Queensland has also increased in recent years. Some have been required to meet the demand in shortage areas such as mathematics and science, languages, commercial subjects and manual arts. The employment of teachers from other backgrounds and cultures provides new perspectives within the teaching service and has been encouraged by all relevant authorities.

Reasons for the changing demand for teachers include: an increase in the number of children attending preschools, the government's policy concerning the reduction of class sizes*, an increase in the overall number of children of school age in Queensland* and the increasing retention rates in Years 11 and 12 which were discussed earlier in this chapter.

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* The targets recommended by the Parliamentary Select Committee on Education were:
25 in Years 1, 2 and 3
30 in Years 4 to 10
25 in Years 11 and 12, and
25 in mixed year groups (composite classes).

Changes to the Education Act which widened the scope, provision and mode of special education services have also meant modifications to the demand for specialist teachers. In particular, the gradual implementation of a policy of placing children in their "least restrictive educational environment" has resulted in larger proportions of children with mild to moderate intellectual handicaps being catered for in the regular school system, rather than in segregated special settings. This development has significant implications for teacher education.

Closer links between TAFE colleges and secondary schools aimed at providing broader, more relevant curriculum options in the post-compulsory school years have meant modifications to the way upper secondary schooling is conceptualised (especially in reference to non-academic areas) and in the teaching force required.

Changing demands for teachers are also inevitable in the light of the responsibility for schooling throughout the Torres Strait Islands having been assumed by the Department of Education from 1985.

Support for the further professional development of teachers is available in a variety of forms; this issue is addressed in Chapter 7. At this stage, it may be noted that while the colleges and universities offer a large array of formal award courses which can be undertaken by teachers, only a limited number of places is available in any one year.

Both the state and non-state school systems offer a number of short, non-award courses for the benefit of their staff. Those offered by the Department of Education include Excellence in Teaching, Effective Reading in Content Areas, and Basic Literacy in the Primary School. The Early Literacy In-Service Course (ELIC) has involved state, Catholic and other non-government schools and has been very popular amongst teachers. In non-government schools, in-service courses focusing on ethos, philosophy and values have increasingly been offered, and have enhanced the quality of the learning environments in those schools.

Further professional development opportunities have been afforded to teachers in recent years as a result of specific Teacher Development Programs. One example is the School Community Initiative Program designed to involve the community in identifying local school needs and to assist teachers to devise strategies which will develop their capacities to satisfy those needs. The progressive reduction of Commonwealth funds for professional development programs has been noted and criticised (see Appendix IV: In-Service: Continuing Professional Development: Resources); from the end of 1986 specific funds for the Professional Development Program were discontinued.

A significant development within the state system is the growing emphasis on the provision of consultancy services that are school-focused (rather than school-based). A number of non-award courses including some of those mentioned above are being backed up and followed through with school-focused consultancy services.

The satellite system offers new possibilities for the provision of in-service education for teachers; already there are moves in this direction**, with a piloting of the ELIC program under way in 1986.

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* This increase is in part due to interstate migration patterns.

** These are discussed further in Chapter 7.

Current patterns in the deployment of teachers continue to stress the generalist role of the primary school teacher and the specialist (subject matter) role of the secondary school teacher. These conceptualisations of the roles of teachers may not endure. Already there is concern that teachers of adolescents should be able to facilitate the growth of their students across the wide domains of the school program rather than seek merely to develop competencies in specific subject areas. At the primary level, changes in the clientele of schools and in the goals of the school programs are leading to a questioning of whether the concept of generalist teacher, across all areas of the curriculum, is a tenable one, even with the support of specialist teachers on staff and visits by advisers. Education 2000 gives a hint of a changing conception:

> "Learning environments for students in Years P-6 could continue to be organised predominantly on a home-room/home-teacher basis, with specialist teachers serving in a consultancy capacity as required. Environments for students in Years 9 and 10 could continue to be organised predominantly on a specialist-facility/specialist-teacher basis but with particular teachers taking clusters of subjects to preserve a home-group feeling as far as practicable. Years 7 and 8 could provide a progressive transition from one approach to the other." (59)

It may well be that the future will see even greater changes in what is perceived as desirable for and achievable by primary and secondary teachers.

A further change in role which would have a significant effect on teacher education is envisaged: the creation of positions on school staff which, through offering a new type of career opportunity, would permit very competent teachers to remain in the classroom. This possibility is foreshadowed in Education 2000:

> "It is proposed that consideration be given to the development of career opportunities for teachers who wish to provide leadership in the areas of teaching excellence and curriculum knowledge, and to do so as practising teachers." (60)

and in the state government's Education Policy Initiatives (October 1986):

> "To encourage gifted teachers to remain in the classroom as a career, a Master Teacher concept, with appropriate monetary rewards, will be developed for both schools and colleges."

Such a development could create an opportunity for more effective school experiences for teacher education students and the induction of new staff as well as the implementation of school and staff development programs.

5. Participation by the Commonwealth government in education:

In addition to the ongoing role of the state in education, programs have been developed by the Federal government in the last decade which aim at redressing disadvantage and catering for perceived outstanding needs in particular areas.

The Karmel Committee in 1973 highlighted the existing inadequacies of the school system in meeting the needs of some groups and, endorsing a philosophy of equality of opportunity, advocated special funding support by the Commonwealth to achieve for these groups three objectives: equality of opportunity, enjoyable and fruitful school experience and the development of the schools into new 'open' institutions, less alienated from their communities. Groups who were the focus of special concern were: the socio-economically disadvantaged, non-English-speaking migrants, Aborigines, residents of remote areas and children with disabilities. Since its formation, the Commonwealth Schools Commission has continued to provide additional support under its Special Purpose Programs to those schools, in both the government and non-government sectors, whose enrolments include significant proportions of students from these groups. In addition the priority groups identified by the Commonwealth have widened over the years to include, for example, girls, early school leavers and gifted and talented students. By January 1987, the Commonwealth Schools Commission was supporting the following programs:

Disadvantaged Schools Program
Participation and Equity Program
Basic Learning in Primary Schools Program
Special Education Program
English as a Second Language Program
Ethnic Schools Program
Country Areas Program
Education Centres Program
Projects of National Significance Program:
    Arts in Education
    Aboriginal Education
    Education of Girls
    Support for Basic Learning
    Professional Development
    Multicultural Education
    Technology in Schooling
    Innovations in School Organisation. (61)

State and territory governments and non-government education authorities have also developed programs and resources aimed at improving the quality of education for members of these groups, sometimes, but not always, in response to the Commonwealth Schools Commission's initiatives.

6. Trends for the future:

The changes outlined above, while varying significantly in their details, nevertheless exhibit a number of common features which may be important indicators of trends which are likely to continue into the future.

The increasing **role of the school and its community in curriculum development** and the establishment of closer links with the working environment represent an important trend for the coming years at least. The consequent changes which will occur in schools have implications not only for the workings of the schools themselves but also for the ways teachers are prepared for teaching in these schools.

It seems likely that, although the rapidly expanding data base and the application of new technology could be a centralising force in curriculum development, there will continue to be a strong pressure for greater decentralisation of curriculum development at both the school and regional levels. This will be necessary to ensure flexible, relevant and rapid responses to local community needs. There may well be increased tension between opposing moves towards centralisation and decentralisation.

There has been progress in Queensland towards improving **interaction and partnership between schools and their communuties** in the education of children, but there is room for further development. Many members of the school community are actively participating in the life of the school to an extent unheard of a decade or so ago. This level of interaction of school and community is characteristic of all levels of schooling, especially the preschool stage. In establishing effective links with their communities schools need to be aware of the existence and influence of non-school-based educational programs such as those offered by commercial organisations and by the media. The preparation of teachers needs to pay heed to these developments.

One factor constraining community-school interaction at the local school level is the mobility of both the teaching force and of community members (see earlier discussion). The Board's July 1985 census of all teachers in Queensland sought from each principal information on the length of time each teacher on staff had been employed at that school. The median length of time was 2.5 years. Only just over a quarter (27.2 per cent) had taught for five years or more at their present school and almost as many (26.6 per cent) had been on the staff of that school for less than a year.

Table 4 presents an analysis, showing the percentages of teachers in preschools, primary, special and secondary schools in varying sizes of schools, who had fewer than two years' experience at that particular school.

Table 4: Mobility of teachers, Queensland, by size of school. Percentages of teachers who in July 1985 had taught at present school for less than two years

	SIZE OF SCHOOL (i.e. No. of Teachers)				
LEVEL OF SCHOOLING	1-9	10-19	20-49	50+	ALL SCHOOLS
Preschool	66	-	-	-	66
Primary	54	49	32	37	39
Special	59	45	50	-	50
Secondary	74	51	48	40	43

These figures suggest that it must be extremely difficult, given also a relatively mobile population of families, for the school or the community to achieve a firm identity, an identity which could be regarded as a prerequisite to effective school-community partnerships. Randell (1984) identified fourteen challenges facing educators in Australia in the 80s: the first of these was the difficulty of establishing fruitful relationships between school and community; her final challenge was the achievement of the participation of parents with students and teachers in decision-making about what the schools are for and what should be done for young human beings and the engagement of the community in educational issues in terms of integrated policies (62).

The attitudes of potential participants in interactions are shaped by past policies and practices and by the perceptions each group has of the other's role and attitudes. In earlier eras, interactions between schools and their communities were more limited in degree and in focus than current policies advocate. Further development in this field is, then, contingent upon procedures which will modify, where need be, existing attitudes. A Board study in July 1984 sought from secondary school principals their views on projected developments; the data are illuminating: 92 per cent approved closer connections between schools and local communities and almost as many (90 per cent) favoured greater use by schools of expertise available in the local community. However, only 51 per cent desired increased involvement by school communities in school curriculum decisions (63).

It would seem that there is a particular challenge to teacher education: not only must teachers be helped to develop attitudes and skills appropriate to school-community interaction, but they must also develop those skills which will enable them to "tune in" to the particular orientations and needs of a series of school communities.

The **effects of technology** will be significant in future conceptions of the roles of the learner and of the teacher, and have obvious implications for teacher education.

At present, teacher education programs are designed to prepare **teachers for working with specific age groups:** in early childhood education or in pre-schools and primary schools, or in secondary schools or in TAFE colleges. The prospect of changes in the organisation of schooling has implications for the structure of teacher education programs. In the future attention will need to be paid to the preparation of teachers who work with students in post-compulsory years, as links between secondary schools and TAFE colleges strengthen and as the number of senior colleges expands.

Finally, we need to consider **the likely learning environments of the future.** The changes which will take place in learning environments will be dependent upon a number of factors including:

- government policies;
- funding for education and teacher education;
- the role of the community, including the working environment, in helping to determine educational change;
- the pressures placed on the education system as a result of the increasing demand for education and re-education; and
- the impact of technology.

The learning environments of the future can be assumed, on the basis of current and emergent trends in the schools and in society at large, to be likely to exhibit the following characteristics:

- organised for the implementation of a core and elective program designed to foster student development in a diversity of areas of knowledge and experience and in the mastery of a range of learning processes;
- personalised and caring, marked by responsiveness and flexibility in meeting students' educational and developmental needs;
- involving a suitable balance of cooperative and competitive relationships, fostering skills and attitudes appropriate to effective social interactions;
- involving students, in a developmentally appropriate manner, in school affairs;
- utilising assessment practices which emphasise processes as well as outcomes and which promote self-assessment and a gradual assumption by students of responsibility for their own learning;
- information rich, with utilisation of information technology, in urban, rural and remote locations, and oriented to assisting students to achieve progressive mastery over technology as a tool in learning and to enhance their ease and confidence in being effective members of a modern, post-industrial society;
- developed as learning resource centres, recognised as but one of the learning environments of students, which include also the home, the workplace and the community centres, with the school capitalising on learnings achieved in other places and assisting students to integrate their learnings;
- effectively linked with the community;
- staffed by professionals, assisted by a variety of resource people from the community as well as system and regional specialist advisers;
- comprising a range of students diverse in age, cultural background, abilities, life goals;

- comprising groups of students organised on varying bases and taught by varying arrangements of cooperating teachers;
- located in a diversity of schools and of school structures.

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CHAPTER 4

THE TEACHERS IN THEIR SCHOOLS AND COMMUNITIES: TEACHER ROLES AND TEACHER QUALITIES

Views expressed in submissions and at public meetings

Many comments were made about the additional skills and knowledge teachers would require in the future because of the increasing complexity of society. At the same time, it was recognised that teachers would continue to need to be able to plan for learning, to manage the learning environment, and to monitor and evaluate performance.

The ability to communicate effectively with students, colleagues, and the community was seen to be an important quality. This was related to teachers' abilities to involve parents and the community in school policy and practice, and to organise appropriate activities. For this to occur, teachers would need the relevant attitudes and skills including an awareness of the needs of industry and commerce derived from meaningful involvement with these sectors. Communication with diverse communities, including multilingual communities, was recognised as requiring special skills. Special communicative skills were seen as necessary for interaction with students having specific learning difficulties and their parents, students for whom English is a second language, handicapped children, the gifted, very young children and with professional support personnel.

The issue was raised of the social welfare roles in which teachers are increasingly becoming involved: acting as supporters and counsellors, serving as parent substitutes and confidants, identifying and reporting suspected child abuse, and sometimes assisting students and parents with personal problems. Some considered that professional persons with the appropriate expertise were required, but others felt that teachers were in the best position to assume these roles.

An extension of the role of teachers in facilitating learning and helping students to become autonomous learners, while at the same time serving as their academic guides, was highlighted. Thus teachers would increasingly need to be consultants, project organisers and resource persons, such roles necessitating a high degree of planning ability. With the increase in advanced technology, teachers needed to have a firm knowledge and understanding of technology and its applications, and the ability to use this technology within the classroom as well as to capitalise on the out-of-school learning opportunities it created for students.

Many respondents considered that teachers should have a deep understanding of human development and of life. Their caring approach would include supporting students and creating developmental opportunities for them. Some commentators considered the teacher's role as a transmitter of knowledge to be paramount for producing useful, skilled, and motivated individuals for society, but most emphasised the importance of a love of learning and enthusiasm for teaching.

Many submission writers considered that teachers should be well-educated persons with a knowledge base adequate to the discharge of their teaching role, a sound understanding of theories of education and the ability to reflect this understanding in their practices, and attitudes appropriate to their membership of the profession.

The attributes of teachers outlined above are indicative of the major views expressed; however they are not meant to represent an exhaustive listing of the qualities seen as desirable for teachers in a changing society.

Views expressed by students

During International Year for Youth in 1985, in a survey of the attitudes towards schools and schooling held by students in Years 10, 11 and 12, the students were asked: "What constitutes a good teacher?" (1). Their responses are shown in Table 5.

Table 5: A good teacher: student views

	FREQUENCY OF MENTION (No. of responses: 6,645)	% RESPONSE
Caring, understanding, encouraging, helpful, patient	1,569	23.6
Communicates, explains subject well, makes learning enjoyable/interesting	1,031	15.5
Fair discipline, unbiased, doesn't have favourites	608	9.1
Friendly	463	7.0
Gives individual attention, interested/involved with individual students	458	6.9
Humorous	448	6.7
Can control class/disruptive students	366	5.5
On the same level as students	363	5.5
Respects students, listens to students	356	5.4
Knows subject	186	2.8
Interested in subject, teaching	147	2.2
Can share a confidence	102	1.5

The Board's perspective

The Board recognises that teachers play a variety of roles and therefore require a range of competencies. These roles derive from learners' needs, societal needs, changes in the roles formerly performed by other societal institutions, the roles and functions assigned to schools, and employing authorities' staffing policies. Not only are these roles diverse in origin but they are enacted in various locations: in the classroom, in the school, in the home, in the local district, in professional gatherings and study centres and in the community at large. While teaching/learning activities with students as focus are a major element of teachers' tasks, the staff play other central roles: as curriculum planners, as decision-makers within the body corporate of the school, as supporters and counsellors of the young, as resource persons, as students themselves of the local and wider society, as interpreters of school policy and of schooling, as advocates for education and as members of the profession, contributing to that profession and extending their own professional competence.

Drawing upon all available sources and having particular regard to the emerging nature of schools and society, the Board has arrived at a view of the competencies which it believes are required of teachers if they are to enact effectively their multiplicity of roles. As is always the case in deliberations of this nature, the Board has envisaged a profile of competencies which might be said to constitute the "ideal" teacher. We share with the NITE Committee (2) the understanding that no teacher will be likely to perform equally well in all of his or her ascribed roles but that the "ideal" constitutes the proper basis for considering the goals, processes and content of teacher education. It provides, too, an informed basis for decisions about the selection of entrants to teacher education programs. Moreover, the existence of a portrait of the ideal offers the reflective teacher engaged in self-evaluation a stimulus to further improvement.

For each individual teacher, the profile of his or her relative strengths and weaknesses becomes the significant factor affecting the quality of education offered and the quality of his or her contribution to the school, community and profession. Beyond this, the Board is guided in its thinking by the fact that, except in the case of a one-teacher school, students attend not a class but a school staffed by a group of teachers. The climate and effectiveness of the school are dependent to a large degree upon the principal's leadership and the collaborative working together of the staff. This view emphasises not so much the particular attributes of each teacher but rather the complementary strengths of the members of the teaching team. Thus, it is probably unrealistic to expect that all staff of a school will have outstanding strengths as diagnosticians or as creative users of the new technology or as curriculum analysts. Provided, however, all staff have developed the various competencies to an acceptable level, the presence on staff of colleagues with outstanding strengths in a particular area can, in a collaborative atmosphere, serve to enhance the performance of teachers with less developed competencies in this area. Further, ready access to specialist support staff can enable teachers to extend the domains in which they can offer quality education. Thus, teacher education programs need to help student teachers not only to acquire and develop the defined competencies but also to develop a view of their role as members of a teaching team and to develop those attitudes and orientations which will enable them to draw upon others' strengths and to contribute their particular talents to the staff and student body of the schools to which they are appointed*.

It is recognised that teachers-to-be cannot develop all their competencies during the pre-service teacher education stage; development is a career-long process.

There have been some attempts to define the competencies which beginning teachers need. The most detailed analysis is that provided by the NITE Committee (3). In their conceptualisation of characteristics which distinguish young teachers from their more experienced colleagues, they described differences of degree rather than of kind, in relation to that aspect of the teaching role which is enacted within the classroom. They described a developmental path where, with experience and continuing professional development, teachers may be expected to acquire greater knowledge and integration of knowledge, deeper awareness, enhanced understanding of education as a process and extended pedagogical skills and competencies. A difference of kind as well as of degree was postulated in relation to teacher roles (and therefore required competencies) in professional interactions with other staff, in functioning as a member of the school community, in contributions to the profession and in interactions with parents and community. But it should be noted that in almost every domain there were presumed to exist in beginning teachers a level of competency.

Evans (4) has approached the task of distinguishing the behaviours of beginning and experienced teachers from a different perspective, focusing on the developmental nature of teaching competence and on the kinds of cognitive processing carried out by teachers. He distinguishes developmental levels in terms of whether teachers are able to focus, in the classroom, on single or multiple elements; whether they operate out of a fixed model or one with a relational focus; and whether they are limited to recognising and utilising models of teaching in a familiar setting or whether they are able to change contextual and setting elements to suit students' needs.

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* School architecture trends which facilitate cooperative teaching are clear. For example, in 1986 37 per cent of all normal classroom spaces in Queensland Education Department primary schools were multiple area teaching spaces; 46 per cent of primary schools had some such spaces.

A view from the field of beginning teachers' competencies is provided by the Board's research on the induction of beginning primary teachers (5). Groups of respondents were asked to rate a number of items in terms of their importance for success in the beginning teacher role.

Table 6: Perspectives on desired characteristics of beginning teachers - rank order of items for each group, listed by overall rank order

			RANK				
ITEM NO.	ITEM	OVER-ALL	LEC-TURERS	INSPEC-TORS	PRINCI-PALS	EXPERI-ENCED TEACHERS	BEGIN-NING TEACHERS
44	Ability to communicate effectively with children	1	1	1	3	2	2
6	Genuine interest in and liking for children	2	2	2	1	1	3
11	Enthusiasm in carrying out teaching role	3	3	3	2	3	6
18	Commitment to teaching	4	4	4	5	7	9.5
33	Patience and self-control	5	9	9.5	8	4	4
15	Willingness to accept advice and guidance	6	25	5	4	10.5	7
4	Ability to effectively discipline pupils	7	25	14	9.5	5	1
14	Proficiency in use of English (including fluent speech)	8	6	11	9.5	6	17.5
22	Readiness to seek advice	9	15.5	9.5	7	13	13.5
7	Warm approach	10	12	7	13	10.5	17.5
12	Knowledge of teaching methods in major curriculum areas	11	8	17	14.5	8	11
26	Ability to provide an appropriate atmosphere for learning	12	5	15.5	19	15	9.5
29.	Industrious approach to teaching	13	28	6	6	12	30
16	Awareness of professional responsibilities associated with being a teacher	14	21.5	8	12	9	21

It may be noted that there is marked consensus among the views of the public response to Project 21, the IYY student study and these groups of teacher educators, departmental officers and teachers.

It is clear that much research and analysis are required before there can exist an adequate basis for clarifying competencies required by teachers on their first appointments to schools. A major problem facing both researchers in this field and teacher educators preparing the beginning teachers is the dependence of role performance on a number of contextual forces. Determination of the knowledge, skills, competencies, attitudes and values desired in beginning teachers must rest on a number of assumptions, including the following:

(a) Assumptions about the likely characteristics of students entering teacher education in the future; this in turn, while dependent on the status of the profession and the economic scene, raises questions about selection procedures.

(b) Assumptions about what can and ought to be achieved in the first stage of teacher education. Involved are not only goals but also practices in teacher education institutions and the extent to which pre-conditions for goal achievement are present.

(c) Assumptions about likely relationships between teacher education institutions and their graduates, at least during the early years of teaching.

(d) Assumptions about likely practices of employing authorities (e.g. placement of and support to beginning teachers; the profile of staffs of schools, especially senior and advisory staff; school organisation).

In Project 21, the Board has made recommendations about selection procedures; these changed procedures would lead, in time, to a changing profile in the teacher education student cohort, and the Board's conception of beginning teachers' competencies is based on this altered profile (Chapter 5). Recommendations are also made about the goals and practices of teacher education so that teachers might attain certain proficiencies and orientations (Chapter 6). The Board's recommendations about the organisation and delivery of in-service opportunities (Chapter 7) and its perception of the attributes of professionals (Chapter 2) are also intended to foster the development of appropriate competencies. The Board has noted, furthermore, (Chapter 3), present trends in school staffing and organisation and support to schools, trends which are likely to lessen the isolation of the beginning teacher and which therefore will support the teacher in his or her induction into the profession, facilitate the effective utilisation of his or her early competencies and promote the further growth of these proficiencies.

Before presenting its conclusions about required competencies, the Board wishes to emphasise that the successful exercise of their professional roles requires not only commitment on the part of the teachers but also the support available to them. Firstly, the quality of teachers' decision-making in all the arenas of their performance is influenced by the time and opportunities available to them for adequate preparation, study and reflection and collegiate discussion. Secondly, there is a need for school-level and system-level encouragement of teacher participation in decision-making and for the institution of procedures and structures that both recognise and facilitate this participation. Thirdly, the pre-eminence of their professional roles must be recognised in school- and system-level allocations of responsibilities and tasks. Fourthly, school staff can be expected to work best within a community climate which understands the intricacies of their roles and the complex determinants of school outcomes and which provides for these staff informed support; such a climate needs, of course, to be fostered by teachers, through their interactions with and responsiveness to the community.

The Board has conceptualised teachers' desirable roles and competencies as occupying four dimensions or domains: orientation to and preparation for change, knowledge and values, communication and decision-making.

The rate of change in the society and the high probability of further **change** clearly require teachers with personal and intellectual qualities which enable them to adopt both a critical and a positive orientation towards the evolving society. Only such teachers are likely: to be alert to indicators of emerging needs; to work with students in a way which will make their education exciting, challenging and relevant; and to create a school and classroom climate which will support the development in students of the personal attributes they will need during their schools days and in their post-school lives. Such orientations, by themselves, are not enough; they need to be accompanied by appropriate knowledge of the surrounding society and by professional pedagogical knowledge which will enable teachers to facilitate their students' learning.

The **knowledge** base for teachers embraces both knowledge of the disciplines and of how that knowledge may be translated in ways appropriate to the developmental levels of their students. It includes also pedagogical knowledge. The **value** base comprises a valuing of learning and excellence and a valuing of all students.

The third domain which describes teachers' roles is **communication**. Effective communication is not only a pre-requisite for effective teaching but also is a means of fostering the ends of promoting desired interpersonal relationships with and among pupils, with school colleagues, with members of the local community, with members of the school system and of the teaching profession and with members of the wider society. This perception of communication emphasises the Board's perspective on the teacher as a professional in the classroom and school and in the wider community. There is, especially in the information society, a further critical aspect of communication: teachers' knowledge and use of information technology in the teaching-learning situation, in school administration, in their own professional development and in the promotion of the image of education in the wider society. The third component is language skills. Teachers must understand the role of language across the curriculum and be able to develop students' facility in language use. They must also understand, and help students to understand, the role of alternative non-verbal symbol systems.

Finally, teachers' roles include **decision-making**. Significant decisions are made at the classroom level, within the school setting, within the system and within the community. The decisions affect the well-being of students, the effective functioning of the school, the mobilisation of community support for education and the quality of teachers' contribution to policy planning and implementation.

These four domains are analysed in some detail. In the case of each, a number of components is identified, and a set of broad criterion behaviours or characteristics is derived for each component*. Appendix V presents an elaboration of these criterion behaviours, providing a range of examples of each.

DIMENSION I: CHANGE

Component A: Orientations towards change

Criterion 1 The teacher possesses personal qualities that orient him or her towards change.

Criterion 2 The teacher possesses intellectual qualities that orient him or her towards change.

Component B: Preparation for change

Criterion 1 The teacher is prepared pedagogically for change.

Criterion 2 The teacher has acquired knowledge of the wider social context.

DIMENSION II: KNOWLEDGE AND VALUES

Component A: Knowledge

Criterion 1 The teacher is proficient in curriculum development and interpretation.

Criterion 2 The teacher facilitates and encourages learning.

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* The Phase II Working Party and, in turn, the Board found useful the structural approach adopted by the Secondary State School Principals' Association at their State Conference on "An Agenda for Excellence". (6)

Criterion 3 The teacher's classroom practices are designed for optimal learning.

Criterion 4 The teacher is skilled in the approaches required for classroom management.

Component B: Values

Criterion 1 The teacher values learning and excellence.

Criterion 2 The teacher values all students.

Criterion 3 The teacher is aware of the diversity of values in the society.

DIMENSION III: COMMUNICATION

Component A: Interpersonal relationships

Criterion 1 The teacher promotes and develops participation skills, high morale and cohesion among students.

Criterion 2 The teacher nurtures and promotes successful and proficient interpersonal relationships in the classroom.

Criterion 3 The teacher develops productive interpersonal relationships as a member of the school team.

Criterion 4 The teacher develops productive interpersonal relationships with members of the local community.

Criterion 5 The teacher develops professional interpersonal relationships with members of the school system.

Criterion 6 The teacher develops and maintains professional interpersonal relationships with other members of the teaching profession.

Criterion 7 The teacher develops, encourages and maintains effective interpersonal relationships with members of the wider society.

Component B: Information technology

Criterion 1 The teacher is technologically literate and uses technology, particularly information technology, to facilitate learning in the classroom.

Criterion 2 The teacher encourages the teaching of media studies to facilitate the development of media literate (including visually literate), free-thinking and critically aware students.

Criterion 3 The teacher is able to have input into the use of technology for school administration purposes.

Criterion 4 The teacher uses technology for professional development.

Criterion 5 The teacher uses information technology to promote the image of education in the wider society.

Component C: Language skills

Criterion 1 The teacher has an understanding of the role of language in all curriculum areas and is able to develop in others facility in the use of language.

Criterion 2 The teacher has an understanding of the role of alternative nonverbal symbol systems in communication and is able to foster student understanding of the significance of those systems of language.

Criterion 3 The teacher possesses facility in the use of appropriate language.

Criterion 4 The teacher has an understanding of language diversity and an ability to foster the learning of all students.

DIMENSION IV: DECISION-MAKING

Component A: Decision-making in the classroom

Criterion 1 The teacher is able to make responsible and confident decisions relevant to the students' well-being.

Criterion 2 The teacher exercising an area of responsibility (e.g. pastoral care, subject master, head of department) is able to make decisions that recognise consequential effects of these decisions upon students.

Criterion 3 The teacher makes an input into the decision-making process of his or her subset within staff and/or school community, e.g. a subject department, extra-curricular program.

Component B: Decision-making in the school

Criterion 1 The teacher participates in and contributes effectively to the decision-making process as a member of staff and of the school, e.g. staff meetings.

Component C: Decision-making in the system

Criterion 1 The teacher makes effective use of the decision-making mechanisms of the overall organisation of which the school is a part.

Component D: Decision-making in the community

Criterion 1 The teacher contributes to and participates in decision-making in the wider community.

Criterion 2 The teacher assists students in making decisions relevant to their role in the wider community.

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CHAPTER 5

QUALITY TEACHERS: RECRUITMENT AND SELECTION

Views expressed in submissions and at public meetings

The issue of selection evoked considerable comment. There was some support for the use of the TE score as the sole criterion for entry, primarily on the grounds of objectivity, credibility and practicability. Further, some saw any shortcomings in the predictive value of this measure being overcome through enrolment in a year of general studies, success in which would indicate adequacy of ability in tertiary study; this could, moreover, offer deferment of career choice. It was claimed also that dependence on the TE score narrowed adolescents' involvement in school life, thereby affecting the characteristics of potential future intakes to the profession.

The majority of respondents believed selection should be based on a diversity of procedures so that there might be sufficient regard to other attributes critical to effective teaching. Most of these respondents envisaged a minimum TE score supplemented by one or more of: interviews, school reports, references from principals, personality and aptitude tests, biographical reports and evidence of involvement in community work. Almost all commented on the associated problems: securing valid and reliable personality and behavioural data; establishing comparability of such data across schools; the difficulty of justifying subjective judgments; the difficulty of combining objective and subjective data; the problems relating to the introduction of interview procedures; the potential for manipulation; and the question of establishing public confidence in measures of such attributes.

Many believed that personality variables and measures of behaviour and aptitude were of such significance that further exploration was warranted, with trialling and monitoring of a diversity of procedures. Others were of the view that the difficulties were insuperable. Others again believed that since teacher education programs foster further personality development, selection on such criteria was inappropriate. Some differentiated between criteria for selection for teacher education and selection for employment. Some foresaw difficulties in applying these various criteria to the total pool of applicants but suggested their feasibility in at least some cases: those with borderline TE scores and those for whom a relatively low TE score (but not below the minimum) was accompanied by strong support from the principal.

Most respondents advocated continued support and counselling throughout the teacher education program so that those not suited to teaching could be helped to "self-select" out of the program and change their career aspirations.

There was some support for a requirement of satisfactory achievement in English and Mathematics and, for intending secondary teachers, satisfactory achievement in relevant subject areas.

The provision of places for mature-age entrants was usually endorsed. In addition, some stressed the desirability of work experience prior to entry; many advocated a break between school leaving and the commencement of teacher education to provide for greater maturity, the acquisition of relevant skills and orientations, and a more informed career choice. There was some support for experience as a teacher aide prior to entry, the logistic difficulties being recognised.

Proportional representation of the wider population was considered by a number as desirable. There was also special advocacy by some for an increase in the numbers of men in the intake to primary teacher education programs, and of ethnic groups (especially Aborigines and Torres Strait Islanders). However, the concept was opposed by a majority, primarily because of perspectives of social injustice. Some who suggested proportional representation identified difficulties and many would support the concept only if all students met the minimum selection criteria. Some supported the establishment of bridging courses, provided adequate support procedures were instituted.

Finally, some respondents were concerned about the effect of the image of the profession on the attraction of suitable applicants; they believed that a more positive role should be played by school staff in encouraging students to seek this career and that there should be greater efforts to lessen what were seen as current disincentives.

Teacher supply needs

(a) Numbers

At the time of the previous enquiry (Bassett Report, 1978), it was estimated that primary school enrolments would continue to increase until 1980, but then be followed by a period of steeply declining enrolments during the 80s; secondary school enrolments were predicted to increase from 1980 to 1986 and then decrease until 1990, with the 1986 level of enrolments not expected to be achieved again until 1994. Taking account of these data and of projected trends in student:teacher ratios, annual loss rates of teachers, state government policy on staffing ceilings, release of teachers for study and the increasing ratio of lay to religious teachers in Catholic schools, it was estimated that the numbers of graduates required annually from pre-service courses for primary schools over the period 1979-1989 would decrease from 1,267 in 1978 to 665 in 1988 and, in the case of secondary teachers would increase only slightly from 1978 to 1982 (from 888 to 942) and thereafter would fall sharply to a figure of 500 by 1988.

During the period 1978 to 1986, the numbers graduating from pre-service teacher education courses fluctuated, dropping from 2,263 in 1978 to 1,286 in 1982 and then rising again to reach a total of 2,221 in 1986.

Using the same variables as the Bassett Committee*, the Board of Advanced Education Committee on Teacher Supply and Demand (1) has calculated the appointments needed each year from 1986 to 1994 in the various sectors of schooling. These are shown in Table 7 below.

This Committee considered also the source of supply of new appointments to the Queensland teaching service over the past several years. Over the period 1980 to 1984, there was a decline in the proportion of appointments to schools each year who were new graduates. This was largely due to the appointment of substantial numbers of additional teachers in order to reduce class size. Some of these appointments were teachers who had completed their professional preparation some years ago and some were graduates from interstate or overseas. While the Board of Advanced Education Committee and the Board of Teacher Education see virtues in the addition to the Queensland teaching force of some teachers trained in other states and overseas, both groups also believe an appropriate balance has to be achieved between such appointments and local graduates. There are clearly advantages in employing teachers who have been prepared in Queensland teacher education courses geared to meeting the special needs of schools and students in this state. Moreover, particularly in times of limited places in teacher education programs, it is vital to satisfy, as far as possible, the legitimate career aspirations of school leavers. Employing authorities are understood to consider a ratio of 80 per cent new graduates to 20 per cent other appointees as desirable. On this basis, the Committee has estimated, as also shown in shown Table 7, the supply of new teachers required to achieve gradually this 80:20 ratio.

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* The recent rapid increase in participation rates in the final years of secondary schooling was noted in Chapter 3 (page 28).

Table 7: Appointment of teachers needed to meet estimated requirements 1987-1994

	TOTAL APPOINTMENTS REQUIRED				TOTAL NEW GRADUATES RECOMMENDED			
	PRE-SCHOOL	PRIMARY AND SPECIAL	SECOND-ARY	TOTAL	PRE-SCHOOL	PRIMARY AND SPECIAL	SECOND-ARY	TOTAL
1987	250	1,515	1,685	3,450	155	1,065	930	2,150
1988	215	1,880	1,450	3,545	147	1,110	1,000	2,257
1989	200	1,850	1,220	3,270	150	1,180	1,000	2,330
1990	170	1,990	1,290	3,450	140	1,240	1,045	2,425
1991	165	1,740	1,320	3,225	140	1,300	1,065	2,505
1992	165	1,775	1,410	3,350	140	1,400	1,140	2,680
1993	175	1,950	1,425	3,550	140	1,450	1,155	2,745
1994	190	1,935	1,520	3,645	145	1,500	1,220	2,865

Source: Board of Advanced Education Committee on Teacher Supply and Demand, 1986

Thus Queensland is in a situation of a projected rising demand for teachers. To secure these numbers of graduates, taking account of average progression rates in teacher education courses in recent years, and the varying lengths of programs, the Committee on Teacher Supply and Demand has estimated a need for substantial increases in intakes into pre-service teacher education programs. The numbers proposed for the years 1986 to 1990 are shown in Table 8. In 1988 a 10 per cent increase over 1987 intakes is proposed, with annual increases in the following two years dropping to 6 and then 3 per cent.

Table 8: Proposed intakes into pre-service teacher education courses

	EARLY CHILDHOOD	PRIMARY	SECONDARY	OTHER*	TOTAL
1986 (actual)	180	1,457	1,141	143	2,921
1987	170	1,495	1,195	145	2,905
1988	170	1,645	1,245	145	3,205
1989	170	1,755	1,320	145	3,390
1990	165	1,820	1,360	145	3,490

* Other: Music, Physical Education, Agricultural Science

Source: Board of Advanced Education Committee on Teacher Supply and Demand, 1986

Pre-service teacher education in the Queensland advanced education sector currently comprises approximately 26 per cent of the EFTS enrolments in this sector. If the present growth rate of 5 per cent per annum in this sector is maintained, it would be possible to achieve proposed teacher education enrolments in 1988 only by disadvantaging required growth in other areas.

(b) Characteristics of entrants to pre-service undergraduate teacher education courses

(i) Ages

Approximately 63 per cent of students entering pre-service teacher education courses in 1986 were allocated a TE score on the basis of school ratings obtained in Queensland in 1985. The remainder were, in the main, entrants who had undertaken work or other experience between leaving school and commencing their teacher education programs.

Of the total intake of full-time students into these courses, approximately four-fifths were aged under 20 years, and a small but significant proportion were 30 years of age or older.

(ii) Aboriginal and Torres Strait Islanders

A feature of the teacher education scene over recent years has been the establishment of special entry and special support schemes designed to increase the number of Aboriginal and Torres Strait Islander teachers in Queensland schools. This initiative was instituted originally by the Townsville College of Advanced Education (now part of James Cook University of North Queensland) which developed a seven-semester Diploma of Teaching (Primary) program; students completed the first two semesters of the course and additional bridging and cultural studies during three semesters and then joined the rest of the cohort for the remaining four semesters. By 1986 enclave programs had been developed for these students in the areas of early childhood and primary education (James Cook University and Brisbane College of Advanced Education), and a special entry to the Diploma of Teaching (Secondary) was offered at Brisbane College of Advanced Education.

(iii) Tertiary Entrance scores

In Queensland the TE score is a global measure of a student's achievement in senior secondary school subjects. His or her school results are adjusted, through the use of the Australian Scholastic Aptitude Test, to remove arbitrary inter-school and inter-subject differences.

A scrutiny of the TE scores of all school leaver entrants to degree and diploma courses in higher education in 1986 indicates a negatively skewed distribution, with relatively higher proportions found in the upper TE score ranges than in the lower. This distribution is shown in Figure 2. Some 18.7 per cent of all such entrants enrolled in the pre-service undergraduate teacher education courses*. The profile of the TE scores of these students differs markedly from that of the total cohort, as indicated in Figure 3. (Figures 2 and 3 appear on p.60.)

We can determine the extent to which these school leaver entrants to teacher education courses are representative of the spread of achievements (as indicated by the TE scores) of the entrants to higher education courses by calculating the percentages of the teacher education students who might be expected, on the

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* Entrants to pre-service concurrent courses; that is, excluding higher education entrants who will later undertake a postgraduate pre-service diploma course, and entrants to McAuley College.

Figure 2: Distribution of TE scores of Year 12 entrants to degree and diploma courses in higher education, 1986

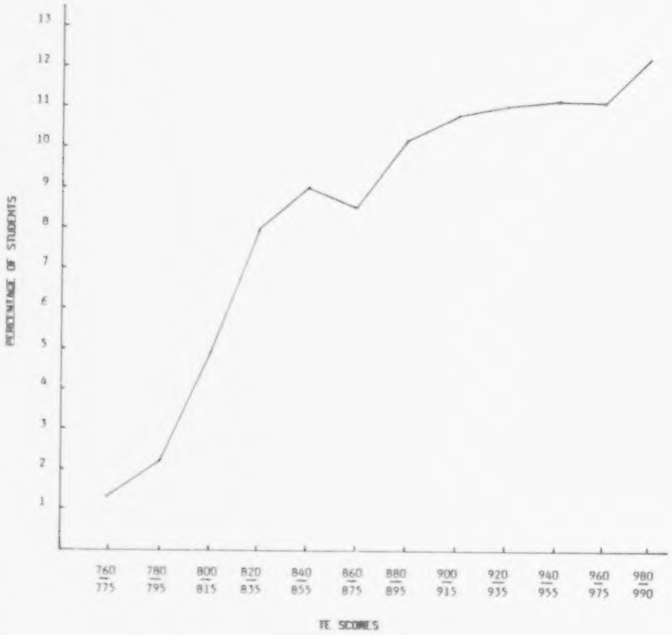
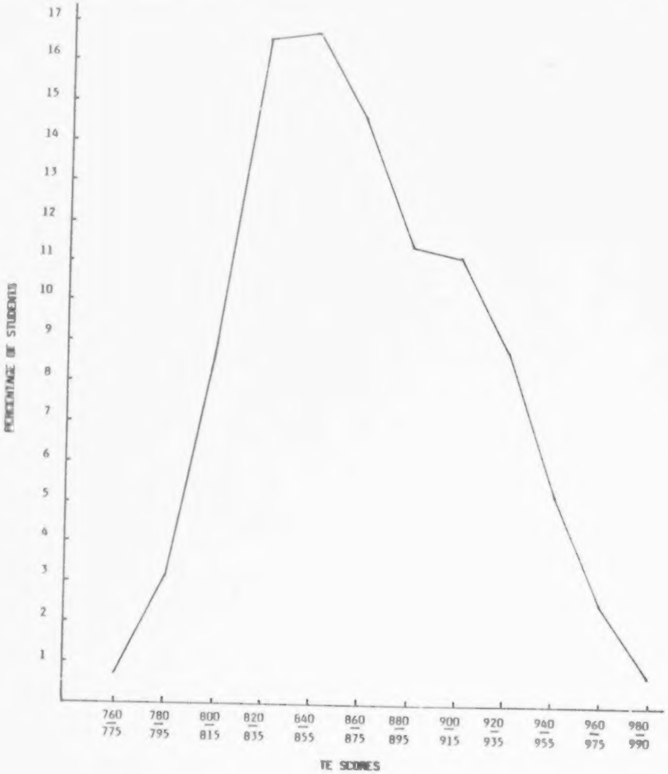
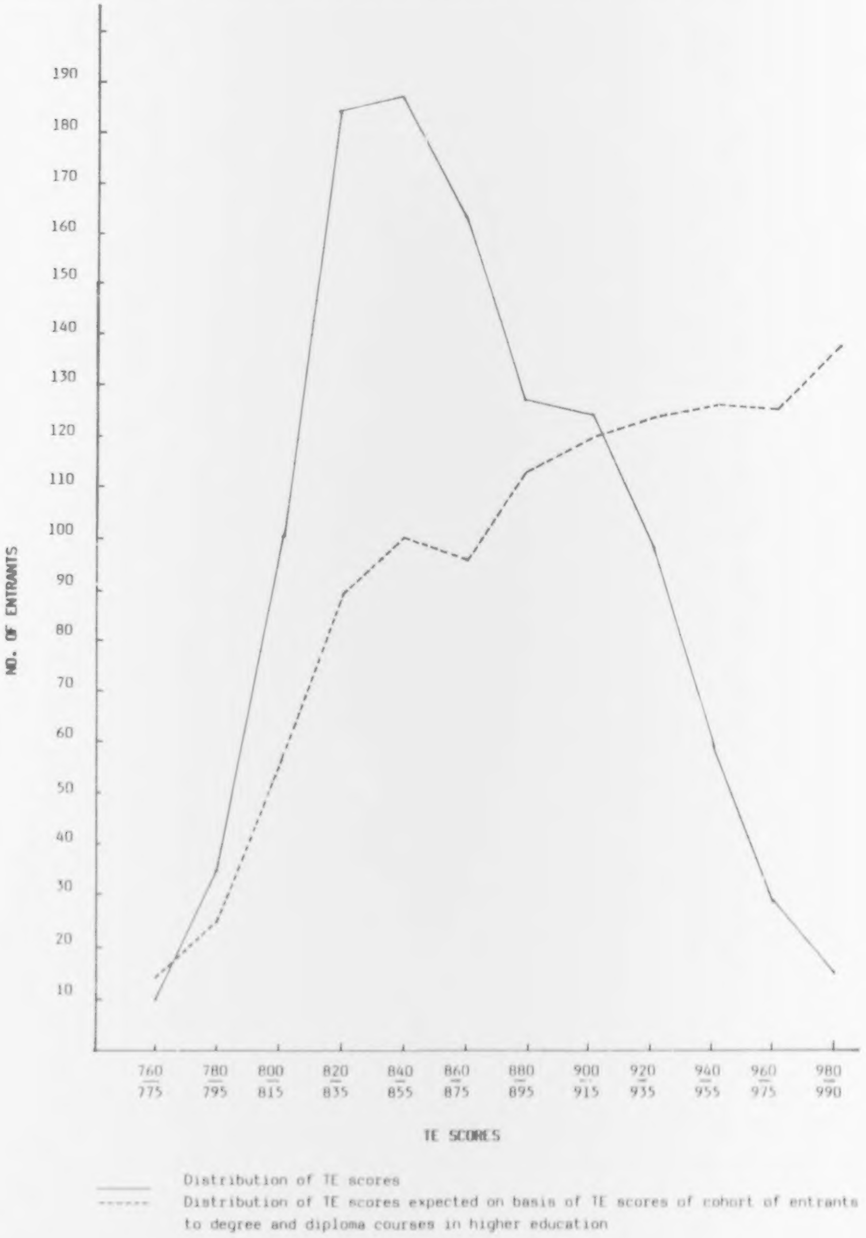


Figure 3: Distribution of TE scores of Year 12 entrants to pre-service teacher education courses, 1986



basis of the profile of the total cohort, to have TE scores in the various bands. These calculations give rise to Figure 4, which shows that these students are significantly underrepresented in the higher TE score range (920-990) and overrepresented in the TE score bands below 875.

Figure 4: Year 12 entrants to pre-service teacher education courses, 1986



An analysis of the profiles of students entering the various teacher education courses indicates that courses preparing teachers for secondary schools (Diploma courses at Brisbane College of Advanced Education and the Bachelor of Education course at James Cook University) enrol fewer high achievers than do those preparing primary teachers. It is in the Diplomas of Teaching in Physical Education and Early Childhood that those with higher TE scores tend to enrol.

Within the Diploma of Teaching (Secondary), the TE scores of students vary considerably according to area of specialisation. The median TE scores for the 1986 intake groups were:

Physical Education*	920	Manual Arts	845
Art	915	Science	840
English	890	French	840
Music	880	Social Science	840
Drama	860	German	835
Mathematics	860	Home Economics	835
		Commercial	800

A final statistic highlights the comparison: although these pre-service courses account for 18.7 per cent of the Year 12 group enrolling in degree and diploma courses in higher education, these students represent only 9 per cent of all entrants with TE scores above 900, and 31 per cent of the group with TE scores below 850 and those granted special entry. It should be noted that some of the students who enrol in degree courses in, for example, arts, science and commerce, will later enrol in postgraduate diplomas to undertake pre-service teacher education programs; we have no data on the entering achievement levels of these students.

This type of achievement profile of entrants to teacher education is probably not confined to Queensland. For example, the 1983 minimum selection aggregates for entry to various courses at the University of New South Wales and University of Sydney indicate that at both universities, the Education courses had almost the lowest required aggregate. For example, at the former, the minimum for Medicine was 409, but only 280/281 for B.Sc./Dip.Ed. and B.A./Dip.Ed.; at the University of Sydney the comparable scores were 425 and 314 (2).

RECRUITMENT TO THE PROFESSION

TE scores are the only data available to the Board on the achievement levels of students entering teacher education. While such scores are not true measures of students' ability, one would expect a high degree of relationship between achievement as defined by this score and ability. The challenge to teacher education and to the profession of teaching is to attract a higher proportion of the more able students, at Year 12 level, to teaching. This challenge has been noted in Australia and overseas (see Appendix IV, p.10).

In the second section of this chapter, we examine in detail the characteristics which we believe should be sought in entrants to teacher education programs. These include certain personality and behavioural traits as well as ability and higher cognitive skills. Not all young people of high ability are suited to the profession of teaching; what are required are people with the intellect, the drive and the personality characteristics necessary to be successful in the profession. At this point in our discussion, we concentrate on the former.

The need for highly capable people in the teaching profession is highlighted by:

- the complexity of the teaching task, and the need for problem-solving skills and creativity (see Chapter 2);

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* This program prepares teachers for primary and secondary schools.

- the intellectual demands of a mastery of modern pedagogy (see Chapters 2 and 6);
- the dependence of performance of many of the teacher's roles (see Chapter 4) on intellectual competence; for example, intellectual qualities oriented to change (including enthusiasm for learning, intellectual curiosity and the valuing of learning and of excellence);
- the critical influence of teachers on the young, as role models and as facilitators of learning.

Clearly it is not possible to achieve a situation where all teachers are drawn from the ranks of the very talented. Further, if our prediction of increasing patterns of co-operative teaching among school staff is accurate, we can achieve our ends through ensuring that increased proportions of entrants to the profession are drawn from the higher achieving groups. If, for example, we wished to draw teachers from the most academically able 15 per cent of the population, teaching would need to secure 44 per cent of this group; the other professions require their "fair share". The problem at present, as indicated by the preceding statistics, is that teaching does not draw its "fair share" of the very able. This has a negative outcome in terms of the future leaders of the profession and of the image of the profession itself.

Teaching does not suffer from lack of applicants to its pre-service programs. In 1986, there were 3,393 applicants listing primary teaching as their first preference, for 1,221 places; in the secondary sphere, the numbers were 1,906 applicants for 700 places. What the profession of teaching requires is an increase in the number of academically able school leavers with a strong desire to be teachers.

One determinant of the attractiveness of the profession to new recruits is the public image of teaching*. In Chapter 2 we examined this issue, noting the limited mechanistic views of teaching often held. To this we would add the widespread lack of knowledge about the extent as well as the complexity of the teaching role, and the greater community prestige accorded to professions such as medicine and law (a prestige in part associated with professional conditions of work and with expected financial rewards). A further influence at work may be the fact that entry to the other professions is through completion of an undergraduate degree program while for teacher education the pre-service course is a diploma course**.

This public image is compounded by the fact that for adolescents other professions have the attraction of something new, an occupation of the adult world. Having been themselves participants in the education process for some twelve or thirteen years, they believe that they know about teaching. And yet it is a limited view they have, unaware of the depth of knowledge, the processes of planning, the skilful control of the complexity of variables that underlie classroom teaching and unaware of the professional roles teachers enact beyond the classroom. Without direct guidance and assistance they are unlikely, too, to be aware of the challenge of the giving of self, a challenge which provides a major source of professional satisfaction to teachers.

The Board believes this issue of quality of applicants is one of great urgency. It may be, as the American reports reviewed in Appendix IV suggest, that until teaching exhibits all the characteristics of the established professions (particularly professional autonomy), people of talent and creativity will not find teaching attractive. However, while, as we indicated in Chapter 2, we support the growth of extended professionalism, we believe that action could also be taken now to increase community and student understanding of teaching with a view to enhancing the status of the profession. There is need to be more successful than we have been in the past in securing public understanding and valuing of the complex and demanding role of teaching and the centrality to the well-being of the society of the adequate execution of that role. The approaches which are outlined below require an initiator, and the Board believes it would be appropriate for it to act in this role, in conjunction with other concerned groups.

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* See Figure 1, p.10.

** The Board addresses this issue in Chapter 6.

The Board recommends

1. **that in conjunction with the profession, employing authorities, teacher education institutions and teacher organisations the Board promote the image of the teaching profession through sponsoring or encouraging the further development of activities such as:**
   - **the encouragement of teachers and the profession to take an active role in recruitment, through nurturing and supporting the interest of young men and women in teaching as a career, particularly those able students who display relevant personal characteristics such as warmth, creativity, concern;**
   - **the encouragement of work experience programs for secondary school students in innovative and supportive schools which create for the students the opportunity to appreciate the excitement and complexity of the teaching role;**
   - **a scrutiny of all currently available careers information on teaching and the production of videotapes and other materials which seek to convey the challenge and the professional rewards of teaching and the current and emergent career possibilities within the profession;**
   - **the encouragement of teacher education staff in higher education institutions to visit secondary schools and to discuss with school students the goals and processes of their programs;**
   - **the encouragement of teacher education staff in multidisciplinary higher education institutions to establish and maintain dialogue with able undergraduate students who might be attracted to a career in teaching and to foster a range of activities for these students which would allow them to explore this interest;**
   - **the institution of annual seminars for able Year 11 and 12 students, nominated by their schools, held at Townsville, Rockhampton, Toowoomba and Brisbane, the purpose being to foster their interest in teaching, to create the opportunity for them (through discussions with senior officers, academics and teachers) to share in a sense of excitement about the role of education in society and their potential contributions.**

In addition to such initiatives, the Board believes that the selection procedures it recommends in the following section will also serve to enhance the image of the profession and thus to attract high quality recruits. The following comment, from Scotland, is applicable in Australia:

> "... stringent selection systems are, paradoxically, themselves a factor encouraging recruitment. The prize of a place seems to many worth competing for. The morale of successful candidates is heightened, leading to more positive motivation to the course, as well as a better public image for the profession.
>
> Essentially, the aim of recruitment is to increase the numbers of potentially suitable candidates who put themselves forward, because they are positively attracted into teaching." (3)

In common with other countries, Australia shares the problem of a scarcity of teachers for mathematics and science. Although there has been some increase in the numbers of teacher education students specialising in these subjects, the demand for well-qualified teachers in these areas far exceeds supply. The Board's concern was such that in 1983 it established a Working Party to consider the problem (4). That

Working Party documented the extent of the shortage, by ascertaining in 1984 the qualifications (subject matter and teacher education curriculum studies in the area) of teachers teaching a 5 per cent sample of mathematics and science classes in Queensland government schools. Each class in the sample was categorised as follows:

Group 1: Those classes taught by teachers whose qualifications had been obtained by major curriculum studies and major content studies in that subject.

Group 2: Those classes taught by teachers whose qualifications had been obtained through minor curriculum studies and minor content studies in that subject.

Group 3: Those classes taught by teachers whose qualifications included substantial content studies but no curriculum studies in the class subject.

Group 4: Those classes taught by teachers whose qualifications comprised minimal or no content studies and no curriculum studies in the class subject.

Table 9: Teachers of mathematics and science - class teacher qualifications by category, year and subject

SUBJECT	SAMPLE SIZE	GROUP 1	(%)	GROUP 2	(%)	GROUP 3	(%)	GROUP 4	(%)
Year 8 Maths	65	25	(38)	18	(28)	6	(9)	16	(25)
Year 9, 10 Maths	137	56	(41)	26	(19)	8	(6)	47	(34)
Senior Maths	87	58	(67)	17	(20)	5	(6)	7	(8)
Junior Science	177	118	(67)	33	(19)	3	(2)	23	(13)
Earth Science	2	1	(50)	1	(50)	0		0	
Biological Science	42	35	(83)	4	(10)	1	(2)	2	(5)
Multistrand Science	9	3	(33)	6	(67)	0		0	
Chemistry	22	15	(68)	5	(23)	0		2	(9)
Physics	19	10	(53)	4	(21)	1	(5)	4	(21)
Maths	289	139	(48)	61	(21)	19	(7)	70	(24)
Science	271	182	(67)	53	(20)	5	(2)	31	(11)
TOTAL	**560**	**321**	**(57)**	**114**	**(20)**	**24**	**(4)**	**101**	**(18)**

These data show that teachers with no or minimal content studies and no curriculum studies in the subject had responsibility for 25 per cent of Year 8 and 34 per cent of Year 9 and 10 mathematics classes and for 21 per cent of physics classes. Overall, such teachers taught 18 per cent of all classes in mathematics and science.

No local studies have been conducted on the level of mathematics competence among primary teachers but in their examination of the Education 2000 submissions the Review Committee (5) noted that a teacher education institution pointed out in its submission that many teacher education students had struggled to reach Year 10 level in mathematics and science.

As the Working Party indicated, the problem is continually compounded: the teaching of mathematics and science classes by inadequately qualified teachers promotes poor student attitudes and diminished achievement; this leads to a reduced cohort of applicants for teacher education places with competence and enthusiasm in these subject areas, which in turn preserves the cycle of poor outcomes at the school level.

The Working Party recommended an increase in the number of scholarships and bursaries offered for pre-service teacher education courses in mathematics and science. It also suggested that bursaries be offered for the first year of the course and to students undertaking undergraduate degree courses in mathematics and science who intended to proceed to postgraduate teacher education in the field.

The issue is particularly significant in a society which must become more technologically competent and scientifically and mathematically more aware.

Commercial and industrial corporations are seeking an ever-increasing number of young people with the knowledge, skills and enthusiasm needed for them to play a productive role in the development of Australia's technological industry base. Such corporations clearly have a vested interest in the quality of mathematics and science teaching in the schools.

Clark et al. (6) report a pilot program undertaken as a collaborative effort involving the School of Education at the University of Massachusetts at Amherst, a network of public schools in Boston, the Massachusetts High Technology Council and the Digital Equipment Corporation through its Educational Services Unit. The pilot program aimed at recruiting quality graduates in mathematics, science and computing into a postgraduate teacher preparation program spread over fourteen months. The program commenced with an intensive eight-week summer school conducted by the University and master teachers in the local schools. Candidates then undertook two full-time paid internships of one semester each, one in a public school and one at Digital Equipment Corporation, during which a further two courses per semester were taken at the University. One of the two courses in each semester was conducted by the Digital Corporation. A second summer school was then devoted to assimilating learnings from the two internship settings and further exploring educational applications of current technologies. For the three years after completion of their program the graduates who taught in Massachusetts public schools were guaranteed paid part-time employment at Digital.

A number of aspects of the pilot program are significant:

- the use of professionally designed recruitment materials which stressed quality, selectivity and challenge appeared to have attracted excellent candidates, most of whom would otherwise not have entered teaching;
- the most attractive features of the program to candidates included the internships in schools and industry and the combination of long-term opportunities in education with those in industry and high technology;
- group interviews at Digital with prospective peers and with school and industry employers proved to be a highly effective recruitment mechanism;
- the benefits perceived by the Digital Corporation of its collaboration in the program included the strengthening of mathematics and science education in the schools; the contribution to the business success of the corporation made by the new insights provided by interns; enrichment of senior Digital staff through their involvement with students; the informed perspective on the use of the computer in educational settings which graduates would bring to the school arena; and the mutual understanding and opportunities for interaction between Digital managers and educational leaders.

The Board believes that similar long-term benefits could flow to Queensland corporations active in the areas of science and technology from a closer involvement in teacher education. While there may be merit in piloting a special program, there is already scope for the offering of scholarships and bursaries for teacher education which carry with them an agreement to provide work experience during the course and options for a continued relationship with the sponsor, possibly involving part-time contract or vacation work, during the teacher's subsequent career.

There are other areas of shortage in secondary schools and clearly action such as that proposed below by the Board to attract teachers for mathematics, science and technology could also be applied to a range of other fields.

The Board recommends

2. (a) **that consultations be held among business and industry groups, teacher education institutions, school authorities, teacher organisations and professional associations, to devise ways of stimulating increased interest in the teaching of mathematics and science;**

   (b) **that community, service and business organisations be requested to consider ways in which they might collaborate with teacher education institutions to enhance the image of teaching.**

SELECTION FOR ENTRY TO TEACHER EDUCATION PROGRAMS

The summary of views expressed in the submissions to Project 21 (presented at the beginning of this chapter) indicates concern about the appropriateness of current selection procedures.

Selection for entry to higher education

There has been, in relation to the wider issue of selection for entrance to higher education, mounting public and academic concern. (See also Appendix IV, page 11.) This concern has been explored in depth in a recent discussion paper prepared by a Commonwealth Education Portfolio Discussion Group (7) and also by Beswick et al. (8).

The problems that have been identified cover a wide range of issues, e.g.:

- Because of competition for places, threshold requirements have, in essence, been replaced by rank order position. In Queensland, for example, in 1987, there was a total of 37,135 applications; only approximately 23,300 could be offered places. Among these were 18,101 school leaver applicants, to whom only 11,000 places were offered.
- There is an imperfect correlation between aggregate secondary school score and performance in higher education study.
- The assumption that such a process is "fair" bears scrutiny. As the Commonwealth Education Portfolio Group points out, fairness is a procedural not a substantive concept, and there is need for clarity on what is and what is not being compared. This group concludes:

  > "Behind the straightforward opting for 'fairness' as a principle lie far-from-straightforward choices between the values of effort, ability, achievement, potential and need, along with the problem of measuring and comparing whichever of them we choose to take into account." (9)

- Equality of access to higher education, by certain subgroups in the society, is imperilled. (Some special entry schemes attempt to overcome this.)
- Because applicants for entry to higher education come from a diversity of educational backgrounds, there are problems of comparability of aggregate scores such as the TE score.
- The use of the aggregate score imposes higher education institution requirements on schools. Moreover, where Year 12 students are required to select all their subjects from a restricted list, the school experience of the students is narrowed.

Some institutions are now moving away from sole dependence on this aggregate score for selection. Beswick et al. identify, for example, account being taken of work experience, teacher assessment of student potential, descriptive assessment, socio-economic circumstances of disadvantage, the language spoken in the home, evidence of geographical isolation and other possible circumstances of disadvantage. While they note problems associated with the use of such criteria, they conclude that:

> "... it would be consistent with the nature of institutions of higher learning to be open to the richness and variety of human experience. They need to take these qualities into their admission procedures."

As we noted in Chapter 3 (p.37), a Working Party to review tertiary entrance has been established in Queensland.

Selection for entry to teacher education

The above criticisms and concerns about general tertiary entrance apply also to selection for entry to teacher education. In addition, selection issues specific to this area of higher education arise from a consideration of the roles and competencies which will be required of practitioners in the profession.

For the past decade or so, there has been a recognition of the importance in professions such as teaching of personal qualities (10), but a seeming inability to translate into action the logic of utilising information on such qualities in the selection process. The 1978 Bassett Committee did recommend that:

> "For students entering on the basis of school attainments, the tertiary entrance score should be used as a threshold defining the lowest acceptable limit for candidates. Above this point all candidates should be regarded as acceptable on academic grounds, and should be selected on other criteria (if further selection is needed), including their success in the course." (11)

Similarly, the NITE Committee recommended that:

> "Entrants, other than mature-age and special-entry candidates, should meet specified minimum academic standards which should not be adjusted downwards to maintain intake numbers. These standards should indicate that the entrant is in the top quartile academically for his age group. Where there is an excess of applicants meeting these criteria, further selection could take into account school reports, references provided by the applicant, and interviews or other testing arranged by the institution." (12)

In spite of these recommendations, however, and in spite of the excess of applications over the number of available places, Queensland and other states have continued, in general, to use the aggregate score as the selection criterion for school leavers. In some courses, there are requirements relating to special abilities (e.g. music, art) and most institutions have developed special procedures to screen mature-age entrants and special entry groups such as Aborigines and Torres Strait Islanders*.

Other professions have begun to use multiple criteria for selection of entrants, focusing on attributes required in the practice of the profession, for example, Newcastle University School of Medicine (which is discussed below). The University of Sydney now requires its Social Work entrants to have completed one year of tertiary study and to have demonstrated an interest in social welfare or social policy or knowledge of another language and sensitivity to cultural differences.

Wilson and his colleagues at Moray House College in Edinburgh, who have been involved in the development of new selection procedures for entrance to teacher education, draw attention to the need for "developed" selection procedures:

> "The study of selection practice by other people-centred occupations highlighted the way in which all aspects of the process of occupational

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* The Board believes that it is important that access to teacher education should be maintained for such groups.

> entry, viz. recruitment, selection, training, probation and full membership, were seen to be interdependent, and also the varied approach of different organisations. Selection procedures could be characterised as 'developed' or 'undeveloped'. Developed systems paid attention to recruitment, to identifying job-related skills, qualities and attitudes for assessment, to devising procedures whereby evidence could be collected over an appropriate time-scale on the extent to which candidates showed the potential to develop such skills and qualities, to identifying and training a suitable range of assessors, and to monitoring the procedures for development. On these criteria selection for entry to the teaching profession in Scotland, and in other countries, clearly reflected an 'undeveloped' model." (13)

The Board believes that the time has now come to adopt selection procedures for entrance to teacher education which abandon sole reliance on the TE score, and which focus on a range of relevant attributes. The Board notes that selection based on TE score is a relatively recent phenomenon in Queensland. It had been the earlier practice for applicants to be interviewed and to provide references; this information was taken into account in their selection, along with their academic results. These earlier practices gave explicit recognition to the importance of both academic and personal characteristics. This same recognition is accorded in procedures commonly adopted today in the selection of mature-age candidates and candidates from minority backgrounds. The Board urges a wider base for selection because of its views on the pre-eminence for effective teaching in the schools of the future of certain qualities and characteristics. In Chapter 4 the Board has identified a range of roles which teachers will be required to enact; this set of roles serves to identify competencies which teachers must have. In arriving at its recommendations, the Board has sought to respond to the concerns which were expressed at its public meetings and in the submissions it received.

Characteristics desired in teacher education entrants

The competencies of relevance to the stage of entry to teacher education programs include:

(i) intellectual ability, especially problem-solving and higher cognitive skills;

(ii) high levels of school achievement, across a range of subjects;

(iii) competence in oral and written communication;

(iv) competence in mathematics and, increasingly, competence in living in the technological society;

(v) personal characteristics, such as:

- autonomy, initiative, resourcefulness
- adaptability and flexibility
- creativity
- genuine concern for children and appropriate attitudes to all children
- ability to relate well to others, capacity for empathy
- valuing of excellence and learning.

The Board is concerned that entrants to teacher education programs frequently have a very narrow course of study and a limited range of experiences in secondary school. If the notion of a core curriculum were to be introduced, all applicants would have a much more appropriate background for their teacher education studies. As we have indicated in Chapter 4, teacher education entrants require breadth of secondary school studies, a degree of familiarity with the major domains of knowledge and of their interrelationships. The Board has noted earlier the value of such a broad secondary education for all adolescents (see Chapter 3, p.35). Pending the introduction of a broad core of secondary school studies, the Board would hope (through the initiatives recommended earlier in this chapter to increase knowledge of and favourable attitudes to teaching) that potential applicants might be counselled to select appropriate courses and activities.

In discussions on selection in teacher education an issue frequently raised is the need in teaching for a diversity of personal styles (e.g. 14). There is no one profile of the "ideal" teacher and the range of students and of teaching/learning contexts requires a diversity of teachers. While this is clearly so, nevertheless, there are characteristics, such as those listed above, which seem at the least desirable, and probably essential, in all teachers if the roles described in the preceding chapter are to be well executed.

There is not a sound body of research linking personal characteristics at point of entry to teacher education to later effectiveness as teachers. Schalock, in his review (15), does however indicate that flexibility and adaptability are characteristics which emerge from the current research scene as holding promise as selection criteria. Beyond the research data, however, our role analysis calls for certain characteristics in teachers and we believe that we should seek to ensure the presence of these characteristics in future teachers.

An issue which needs to be addressed is whether qualities designated as critical are susceptible to development **during** the teacher education program. This question has not been adequately addressed by research. However, some of those in the above list seem unlikely, if they have not been achieved by late adolescence or early adulthood, to be developed within a higher education program. This is particularly likely to be the case for qualities such as autonomy and initiative, adaptability and flexibility and creativity; these have their origins in early child-rearing practices and life experiences during childhood and adolescence. It is conceivable that capacity for harmonious and effective interpersonal relationships, a capacity for empathy and positive attitudes to children can be enhanced during the pre-service teacher experience, but inappropriate interpersonal orientations are unlikely, by the time of near-adulthood, to be modifiable. The valuing of excellence and learning seems to us to be in a somewhat different category; we can envisage the emergence of such values through participation in a higher education program even when prior schooling and life experience have failed to generate these values.

A further issue is relevant: where there is an excess of applicants over places, is there not a sustainable argument that staff time is better spent on developing professional competencies than in attempting to change personality characteristics which may well be resistant to change?

> "The lack of careful and rigorous selection processes tends to throw tremendous responsibility on the conscientious teacher educator to produce 'after entry' to the program important characteristics which are absent 'upon entry' ... I submit that remediation of this sort not only is time consuming and risky but enormously expensive - so much as to raise serious questions about whether admission standards should be substantially revised with the eye toward choosing students who already possess desired characteristics. I advocate this because we know considerably more about the characteristics of persons we prefer to have teach than are reflected in current criteria, which are limited largely to gradepoint averages." (16)

Roose et al. (1985) point out that the process of reacting to less than competent individuals in their program drains staff and students of time and energy (17).

Issues of measurement

A question which must be asked is whether characteristics deemed desirable are susceptible of valid and reliable measurement. In some domains this is clearly the case: academic achievement, critical thinking ability, creativity, specific aptitudes.

Recognising the criticisms that have been levelled against the present modes of derivation and utilisation of the TE score, the Board awaits the outcome of the deliberations of the tertiary entrance Working Party. The Board would want to see the retention of a minimum level of performance or ability such as that indicated by the TE score*. In addition to the TE score, the Board believes there is need for the inclusion of measures of problem-solving and higher mental abilities, of creativity and of flexibility and of data on school performance in specific subject areas.

In the domain of other personal characteristics, while some use is currently made of standardised tests (e.g. Newcastle University), a more widespread practice is the utilising of information gathered from school ratings and reports, personal statements from applicants and evidence of work with children. These can provide data on school performance, on communicative competence, and on personal and behavioural characteristics.

Data derived from school ratings and reports, providing there is careful structuring and description of items, can provide highly reliable information. Secondary school staff are familiar with the behaviours, attitudes and skills of students over a lengthy period and in a diversity of curricular and co-curricular settings.

Additional data may be secured from interviews, data not readily available from any other source. Interviews are already used in the selection of special entrants (18) and, in the case of one teacher education institution in Queensland (McAuley College) all applicants are interviewed. It may be noted that, in the United Kingdom, interviews are required. The Council for the Accreditation of Teacher Education requires institutions to provide an account of their selection procedures. Further, the CATE criteria state that selection procedures should involve an interview with each candidate:

> "Institutions should have adequate procedures for assessing whether or not candidates display the personal and intellectual qualities suitable for teaching and show evidence of professional potential ..." (19)

At present in Scotland each College of Education is responsible for the selection of its own students, within the broad general educational requirements that are prescribed. In view of the concern that much of the selection has been haphazard, inconsistent, unsystematic and perhaps unfair, the Scottish Education Department commissioned a research study by Moray House College of Education at Edinburgh (20). The selection procedures which were developed allocate a central place to the interview**. The Newcastle University School of Medicine also has used, for the past several years, an alternative to the HSC aggregate score for half of its entrants each year. This selection procedure also centres around an interview*** (21). As Cooney and Vincent comment:

> "... with all its associated dangers of subjectivity, the interview provides an opportunity for determining how the emotional, attitudinal and creative qualities, captured in piecemeal fashion by a variety of tests, combine in the overall personality of the candidate."

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* However, the Board would hope that measures recommended to increase the attractiveness of the profession to able young people would mean, in time, that such a minimum TE score would be of decreasing significance in the selection process.

** The Moray House selection criteria include: minimum academic achievement, oral and written communication, practical teaching ability, depth of character, interpersonal skills, commitment to teaching. Judgments are based on writing tasks, self-assessment, performance in leaderless discussions, teaching tasks and responses in the interview situation.

*** The Newcastle criteria include: achievement in public examinations, school-based assessment (academic traits, ability to participate in group activity), higher mental abilities (standardised test), creativity (standardised instrument), capacity for empathy and personal integrity (projective tests) and supportive/encouraging behaviour, perseverance, tolerance of ambiguity and self-confidence in interpersonal relationships (interview ratings).

Interviews such as those used at the two above institutions are very different from earlier practices, which brought the interview into disfavour primarily on the grounds of subjectivity. The interview, as an element of a "developed" selection procedure, is characterised by:

- careful delineation of the specific purposes of the interview and of the criteria to be applied;
- the construction of specific rating scales;
- the use of standardised reporting forms;
- the training of the interviewers; and
- the use of a panel of interviewers for each applicant.

The interview occasion also provides the setting for a diversity of tasks, for example, the administration of standardised tests, and the use of simulated teaching tasks. It serves an additional purpose, that of allowing the candidate to make a more informed choice on the basis of an explanation of institutional goals and procedures, clarification of uncertainties and the stimulus to self-examination and scrutiny. This is conceived as a critical component of selection procedures and one which cannot be met through alternative procedures. Furthermore, in systems which make use of school reports, and where the total number of places available is limited, the interview can serve a moderating purpose.

The inclusion of interviews as an essential component of the selection process poses problems particularly in a state like Queensland with a geographically dispersed population and with very large numbers of Year 12 students nominating teacher education as their preferred higher education course. The Board believes, however, that these problems are not insuperable. It would be possible for regional assessing panels to be appointed, each to consist of a representative of a teacher education institution, a practising teacher or principal and a community member. There would be need for the recommendations of such regional panels to be coordinated; this would require collaboration among the higher education institutions.

The timing of selection procedures

Should selection be made at one point in time, or should the selection process be spread over a period of time? A number of authors make reference to the current inadequacy of a "one-off" selection procedure whereby a candidate's future career is determined on the basis of a single procedure. A theme running through the literature is the need to look at selection as an ongoing educational process rather than as a "one-off" administrative task (22).

The Victorian Review of Postcompulsory Schooling (23) notes that the speed with which the selection process is now operated causes difficulties. It is seen as a "shuffling process" between institutions and courses. The Commonwealth Education Portfolio Group suggests:

> "Such a process might begin around the middle of the year with the submission of applications and available supporting evidence (including results of any completed semester units). The objective at this stage would be to establish who is applying for what, and to do some very preliminary sorting of applicants. This would lead into a second stage, which might include some combination of interviews, counselling, preparatory workshops, and bridging or remedial courses. These would be based on feedback by institutions to applicants on both their own applications, and the intensity of competition. A third stage would be reached by the end of the year, when further evidence on applicants was available to institutions (perhaps including the results of supplementary tests). Final decisions would then be made by applicants (about preferred options) and by institutions (about which applications to accept)." (24)

Some hold the view that selection for entry to the career of teaching should continue throughout the pre-service program with guidance and feedback prompting the students, in the case of those unsuitable, to decide for themselves to withdraw. Clearly, this is a procedure of high merit. However, given the scarcity of places in teacher education, there still remains the need to screen as effectively as possible before admission to the program.

The Board favours the introduction of a selection procedure spread over a number of months. The process would begin with potential applicants indicating their interest; school reports* could be made available either by the end of Year 11 or the first semester, Year 12; the interviews could be held during the next several months and then final decisions made (by the institutions and by the applicants) when TE scores became available.

Costs

The move from the use of a single criterion (the TE score) to a multiple set of criteria, involving interviews, would increase the cost of the selection process. A decision must be made: will the additional cost be justified by an improved teaching force? The Board believes this is likely to be the case. The present selection criterion is in essence unrelated to many of the attributes essential in the profession and the teacher education program cannot fairly be charged with the task of developing the required competencies and characteristics. As the Moray House team concluded:

> "The key question, of course, is how much ... government and the teaching profession are prepared to invest in selection and follow-up. The latter is indispensable if our understanding of teacher development is to be enhanced, and if criteria of selection are to be developed in relation to the varieties of competence involved in skilled teaching." (25)

Currently a proportion of each intake fails to complete the course and each year some young teachers leave teaching for reasons relating to personal unsuitability. These losses represent substantial costs, some proportion of which at least could be expected to be saved through the use of more appropriate selection procedures.

In the long term, particularly as we consider the complex roles of teachers in the schools of tomorrow, saving of costs through the use of inefficient selection procedures must adversely affect the quality of education that will be offered in schools, reducing the benefits to both students and the society.

The Board recommends

3. (a) **that a new selection system for entrance to teacher education be developed and trialled;**

   (b) **that selection trials involve use of multiple criteria, particular consideration to be given to combinations of:**

   - **TE scores,**
   - **data from school reports on school achievements, interests, concern for children, talents, interpersonal relationships, oral and written communication skills,**
   - **data derived from standardised tests on higher mental abilities, creativity and flexibility,**
   - **data derived from interviews on communication skills, commitment, self-confidence.**

The Board draws attention to a number of prerequisites which would need to be met if such a new selection system were to be implemented.

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* Reports from other sources would be necessary in the case of applicants not still at school.

Clearly, there would need to be acceptance of the new procedures by the higher education institutions offering initial teacher education programs; each institution is responsible for its selection policies. The Board would seek to encourage a variety of approaches to selection. Should these institutions be willing to explore the possibilities of the utilisation of the suggested range of selection criteria, school staff and employing authorities would need to be consulted and would need to indicate their willingness to provide the required data and to participate in the regional panel interviews. Public acceptance, too, would be critical, requiring wide and detailed publicising and discussion of the rationale and proposed procedures.

Accordingly, the Board recommends

4. (a) **that in 1987 the Board convene a conference to which would be invited representatives of the higher education institutions offering teacher education programs to discuss the Board's proposals for selection;**

If one or more of these institutions expressed positive interest, then

(b) **that a conference be convened to which would be invited representatives of teachers, teacher organisations and employing authorities to discuss the proposals;**

If the approval of this conference were gained and if the willingness of school staff to be involved in the selection process were established, then

(c) **that the Board establish a Working Party in 1987 composed of teacher educators, employing authorities, teachers, teacher organisations and community members to make recommendations on the selection criteria to be used and to develop relevant procedures, rating scales and instruments; and**

(d) **that there be widespread publicity of the rationale underlying the proposed changes and the procedures as recommended by the above Working Party.**

The Board also recommends

5. (a) **that a higher education institution offering initial teacher education be invited to trial selection procedures incorporating the Board's preferred set of criteria for its 1989 entrants to teacher education; and**

(b) **that there be a thorough evaluation of the pilot scheme.**

6. **that amended selection procedures be monitored through longitudinal studies.**

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CHAPTER 6

QUALITY TEACHERS: INITIAL TEACHER EDUCATION

Views expressed in submissions and at public meetings

Content of pre-service teacher education

Emphasis was placed on the need to develop and implement teacher education programs which would produce teachers with teaching expertise and appropriate attitudes to pupils, but who were also well-educated persons. They would also see themselves as active agents in their own education. They would have developed capacities for reflective thought and action, and would have established a framework within which to examine wider social and educational issues and to create effective teaching/learning experiences for pupils. Such teachers would necessarily have a view of themselves as independent thinkers, and as engaged in a lifelong study of teaching, the surrounding world and their students. Research, including action research in which they were participants, would guide their educational decision-making.

There was wide endorsement of the need to achieve, whatever model of teacher education might be adopted, a satisfactory and effective integration of theory and practice. This was seen to be dependent partly on course planning and implementation and partly on greater collaboration and an effective partnership between schools and tertiary institutions in course development.

Teacher education courses should, in the eyes of many respondents, allow for more participation in decision-making by all those involved, including the tertiary institutions, school staff, student teachers, parents and the wider community.

Widespread support was afforded to the traditional components of teacher education programs (liberal studies, curriculum studies, foundation studies and school experience). There was a need, frequently expressed, for the organisation and implementation of the courses to achieve a nexus between theory and practice, and for the student teachers to acquire both practical competencies and a strong theoretical foundation to guide their practice and their own continuing professional development.

Content and methodology appropriate to the fostering of the characteristics of teachers described in an earlier section were advocated. These characteristics related to personal and professional interactions with students, with parents and the community, and with colleagues. There was emphasis on the need for pre-service programs to prepare teachers who recognised the diversity of the school clientele and who possessed attitudes and professional competence such that they could sponsor effectively the learning, development and welfare of all their students. Further, there was emphasis on the need to prepare teachers who could work effectively in a diversity of communities and settings.

The school experience component was seen as a critical element in the pre-service program and there was widespread agreement that, in spite of recent improvements, problems remain in achieving the intended goals of the practicum. These included:

- Cooperation and communication between schools and tertiary education institutions; the need for broad and school-specific guidelines, joint planning, consensus on roles and purposes, involvement by school staff in institutional activities and of tertiary staff in school programs.
- Supervision of students by school staff. Some urged the need for supervision only by accredited teachers who had been specifically trained for this role, with frequent advocacy of the establishment of positions of "master teacher", with specific supervisory responsibilities. Some thought it appropriate for performance of the supervisory role to be recognised as contributing to career prospects or to the requirements of formal course awards.
- Whether there should be special payment for supervision or whether this should be regarded as part of a teacher's professional responsibilities; if there were to be special recognition, some advocated the present system of payment should be maintained but others believed alternatives should be considered.
- Integration of tertiary studies and practicum experiences and recognition of a range of on-campus experiences designed to be part of the total practicum component.
- Need for better planning for the practicum and the sequence of activities, with careful definition of the roles and responsibilities of all participants and attention to the developmental level of the students.
- Optimal organisation of the practicum - length and timing of school experience.
- Problems of securing an adequate number of school placements; some suggested that more than one student might be attached to a supervising teacher.
- Problems of securing a diversity of experiences during the practicums - a wide variety of classroom settings and schools (including rural schools) and extra-classroom experiences with parents and community.
- Problems presently associated with assessment of students.

Some felt that an extension of the length of the pre-service program might assist in the resolution of some of these problems; others felt that the solution might lie in the establishment of training or campus schools.

A number of respondents saw merit, and associated problems, in the establishment of an internship for students, usually at or towards the end of their pre-service studies. The essence of the support lay in the envisaged opportunities for the consolidation of teaching and curriculum development skills and the graduated induction of the new teacher into the profession. The intern would require a lighter teaching load than that faced by a beginning teacher. Typically during such an internship, the teacher would receive support from a designated senior staff member and, in the view of some, from tertiary staff, thus facilitating the process of diagnostic assessment.

Advocates of internship identified, however, a number of practical problems which would need to be addressed: costs; determination of work loads, salary and status of interns; assessment of interns; determination of registration status; study program for interns; the need for nominated schools to be identified, with a possible increase in their classification and entitlements; the staffing of nominated internship schools.

Induction

The central role of induction was acknowledged by most respondents, but fre-

quent comment was made on the need for a more consistent, systematic and comprehensive approach. Recognition by employing authorities of the associated resource needs was urged.

Some respondents saw the need for induction not only for beginning teachers but also for senior staff on promotion, teachers from interstate and overseas and teachers re-entering the service after a lengthy absence from teaching. This support should be made available when required by transfer and appointment decisions and not restricted to the beginning of the school year.

Some saw induction as the responsibility of the employing authority and of the particular school. The current arrangements for induction were seen to be adequate by some people, with the school being the best milieu for induction and school staff being the most appropriate resource persons. Others saw as desirable the involvement of staff from teacher education institutions, specialist staff, subject associations and community members.

It was considered that the placement of beginning teachers should recognise the need for support. The experience of some respondents suggested that large schools with an administrative team where an experienced teacher (or teacher tutor or master teacher) could be assigned specific responsibilities for induction provided potentially the best environment. Rural and isolated schools were seen by some to lack the support structures required; others considered that these could offer a more caring, helpful and constructive environment. A high concentration of beginning teachers in particular schools occasioned concern to some; others felt that the presence of beginning teachers was an important stimulus to a school. The view was expressed on several occasions that beginning teachers should have a reduced teaching load to allow time for induction activities, including observation of other classes.

Particular mention was made of the need for further consideration of induction programs appropriate to the circumstances and staffing arrangements of secondary schools.

The Board's perspective

Reference to Appendix IV, which summarised the issues which were the focus of concern in several major recent reports on teachers and teaching, shows (p.2) there is a widespread endorsement of a growth on developmental model of teacher education. The Board's commitment to such a model has influenced its views on teacher education programs. The Board distinguishes two major phases:

- A phase of **initial teacher education**, which is the developmental program which entrants to the teaching profession must complete if they are to be regarded as full members of that profession. This phase includes the pre-service course(s) and any course or courses taken after commencement of employment as a teacher which are part of a program designed to lead to a full teaching qualification. It also includes a period of induction into the teaching profession. The word "initial" is used in order to convey the notion that the education of a teacher should be conceived as ongoing through his or her career; initial teacher education is seen as laying the foundation for a career-long process of personal and professional development.
- A phase of **continuing professional development** throughout the teacher's career*, in which further professional knowledge and understanding interact with ongoing professional practice as the teacher addresses the complex issues which arise day-by-day and year-by-year in the school situation.

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* This issue is addressed in Chapter 7.

In the pre-service component of this initial teacher education, the program should -

- build on the students' entering characteristics;
- develop further their general/liberal education and foster their personal maturity, interests and talents;
- expand their knowledge base in areas relevant to their teaching, and in ways appropriate for its utilisation in teaching;
- develop to an appropriate level their pedagogical skills, insights and competencies;
- initiate their professional socialisation, particularly their sense of membership of the profession and acceptance of its ethics;
- develop in them a perception of teacher development as a career-long process and equip them with the skills and desire to continue their personal and professional growth.

The Board sees induction as an integral element of the planned professional program as the teacher begins to face the realities of the practical application of his or her initial understanding of theories of education, curriculum and pedagogy. The final phases of initial teacher preparation comprise the early years of teaching experience, followed by the completion of further formal studies which, by drawing on the experiences gained in the early years of teaching, can lead the teacher to a sound theoretical knowledge of the foundations of the profession, and to a level of understanding which cannot be achieved in a pre-service stage. In the early years of practice, the teacher is dependent on his or her more experienced colleagues for the insights needed to plan and develop a program to meet the needs of the students in the context of that particular school. Following the program of further studies, he or she becomes capable both of functioning autonomously and of collaborating with colleagues.

The Board has been conscious in its considerations of the manner in which the teacher education institutions keep their programs under review and seek constantly to improve them, particularly as new challenges emerge. Nevertheless, the Board believes that current programs can and should be improved to meet more adequately their objectives as well as to prepare teachers for the changing social and educational contexts. The Board invites teacher educators to consider the proposals in this report in the light of: their knowledge of the constraints which currently impede their achievement of their goals, the roles the Board has identified as required of teachers and hence the competencies they need to develop (Chapter 4), and the goal of enhancing the contribution of teacher education programs to the achievement of a profession of teaching.

The Board believes it is vital that regular reviews of initial teacher education programs be undertaken at both the institutional and state levels. The principles which are elaborated throughout this Report should serve as guides to such evaluations.

As we indicated in Chapter 2, the Board respects and upholds the autonomy of the teacher education institutions; throughout its regular operation in keeping teacher education under review and throughout the period of the preparation of this Report it has maintained dialogue with teacher educators. Accordingly, the Board has concentrated on the formulation of the principles (with only brief expositions) which it believes should guide the conception and implementation of initial teacher education programs. In the light of these principles, the Board then arrives at its view of desirable models and structures of teacher education programs.

A. PRINCIPLES OF INITIAL TEACHER EDUCATION

The Board recommends

7. **that the following principles guide the development and implementation of initial teacher education programs:**

   7.1 **that initial teacher education be a joint responsibility of teacher education institutions, employing authorities and the profession.**

Prior to the adoption of the 1964 Martin Report (1), and the 1969 advice of the Commonwealth Advisory Committee on Advanced Education (2), the then teachers' colleges were an arm of the employing authorities who had direct control over student selection, staffing and the conduct and content of the program. Following the implementation of the recommendations of these reports, the colleges in 1972 became colleges of advanced education, independent of the authority of the employers. This transformation marked the entry of teacher education into the higher education sector. In 1969, pre-service programs in Queensland had been lengthened from two to three years for primary teachers; a similar development for college-prepared secondary teachers followed in 1970. These two developments together led to a greater liberal and professional orientation in teacher education.

The gains were dramatic.

From the perspective of the present, however, it seems that there may also have been a loss: the effective disengagement of the employing authorities from pre-service teacher education. There is of course not total disengagement. Senior officers of employing authorities and teachers are represented on the Board of Teacher Education, on college councils and university faculty boards, on course development and course assessment committees. School staff, moreover, participate in college advisory committees and school experience committees as well as playing a major role in the school and teaching experience components of the pre-service programs.

What seem necessary, however, are attitudes on the part of employing authorities and teacher educators that fully recognise their complementary roles and responsibilities in teacher education. Each group has a distinctive as well as a shared perspective on teaching and if there were ongoing dialogue on goals, current and emerging needs, and the processes of teacher education, the whole enterprise would be enriched. The employers would feel there was valid recognition of their needs and insights; the teacher educators would feel welcome contributors to the ongoing development and improvement of schooling.

It seems to the Board that it is time for a new partnership between employing authorities and teacher education institutions - not a return to the pre-Martin past but the evolution of a constructive, collaborative relationship appropriate to the 1980s, the 1990s and beyond. Such collaboration could appropriately extend across the three phases of initial teacher education and the continuing professional development programs.

   7.2 **that the planning and evaluation of initial teacher education programs be a collaborative process whereby staff members of higher education institutions consult with schools, teachers, teacher education students, employing authorities, teacher organisations, parents of school children, and members of the general community who are able to represent a range of community attitudes and interests.**

Such collaboration, which would be more extensive than that in current practice, would enhance the vitality of teacher education and would help teacher educators to ensure that their programs and practices stayed attuned to the needs of schools and communities as well as the needs of the student teachers. These processes would, moreover, allow teacher educators, whom one would expect to be at the forefront of thinking about schools and teaching, to share their insights with others and to enact a leadership role in the educational and wider community.

> 7.3 **that there be a careful articulation among the various phases of initial teacher education, the design of each phase to take explicit account of the content and processes of the preceding and following phases.**

In Part B of this chapter, in the discussion of models and structures, the Board endorses the model recommended in 1978 by the Bassett Committee wherein student teachers undertake the pre-service stage of their studies, gain experience in teaching and then return to their studies to complete their formal teacher education award.

It is critical that staff involved in initial teacher education programs plan for careful articulation among the various phases of the program. Thus course planning needs to have regard in its sequencing to the availability of at least four years of formal studies, (liberal arts, subject disciplines, professional education studies) and to capitalise upon the experiences which intervene between the completion of the pre-service stage and the return to the final year's study. Similarly, throughout the pre-service stage, planning must seek to optimise the student teachers' learning and their progressive achievement of knowledge, insights, skills and competencies through the explicit incorporation into each element of the program of the learnings achieved in previous and concurrent studies and experiences.

Each teacher education institution will devise its own approach to securing this articulation.

> 7.4 **that initial teacher education prepare teachers for specified age ranges;**
>
> **that students, however, be made aware of the curricula and teaching approaches appropriate for pupils in age ranges other than the one for which they are being specifically prepared, without detracting from the thoroughness of this specific preparation.**

Adoption of this principle requires the distinguishing of areas common to the full range of teaching from those needed specifically to address requirements for teaching children of particular age ranges and/or needs.

Presently in Queensland separate programs are offered to prepare teachers for early childhood education and/or primary education, for secondary education and for TAFE colleges.

In Education 2000 it was suggested that teacher education might be reorganised to provide three levels of specialisation:

- early to middle childhood (age range 2-9 years)
- middle childhood to adolescence (age range 7-15 years)
- adolescence to adulthood (age range 13+ years).

It was proposed, moreover, that all teachers employed across the preschool to Year 10 (P-10) range could be given a broad understanding of human development and curriculum requirements across this whole range. In addition they could acquire specialised knowledge and teaching and communication skills in relation to one of the two specialisations (2-9 or 7-15 age ranges); all teachers of children in the 2-15 age range could be prepared to teach in the general areas of English communication and mathematics; and teachers prepared for the third level could have the immediate post-secondary years of education as a main focus but be given sufficient preparation for work with adolescents to promote continuity in thinking about curriculum and to enhance flexibility in employment.

Their consideration of the submissions to Education 2000 led the Review Committee (3) to recommend:

> "(9) That no major changes to teacher education courses be made until changes in curriculum and school organisation that might ensue from the proposals in Education 2000 have been decided.
>
> ...
>
> (11) That the proposal to train teachers for a 2-9 age span be considered with caution, particularly because of the possible reduced emphasis on early childhood studies.
>
> (12) That the option of teachers being able to teach all aspects of the curriculum to Year 7 and to complete specialised studies in two curricular areas in addition to English communication and mathematics to Year 10 be abandoned as unrealistic and undesirable.
>
> (13) That the extension of generalist teaching into the lower secondary school should be approached with great caution as being likely to lead to lower standards of student achievement in all subjects.
>
> ...
>
> (15) That teachers in Years 11 and 12 should have a sufficiently strong grasp of their subject, the requisite teaching skills, and the sympathetic attitudes that will enable them to teach across a broad range of student abilities, and to adapt their teaching to the needs of students who are likely to seek employment on completion of school, as well as to those who are planning to undertake further study at tertiary institutions."

Clearly teacher education institutions will need to remain alert to the issues raised in Education 2000 which led to the statement of options; it may well be that present structures will change.

The Board has a particular interest in the possibility of the preparation of teachers to teach in the upper primary and lower secondary school (4). This issue was addressed by the CTEC/CSC review of teacher education, which alluded to a program to prepare teachers for this range which has operated in South Australia since 1982; the review noted this issue in its "matters for further consideration". The possibility of developing programs to prepare teachers for the post-compulsory years was also raised in the Project 21 submissions and at the public meetings; this possibility should be explored.

The Board believes also that there is need for constant review of the different models preparing teachers for secondary schools: concurrent and joint four-year programs, concurrent three-year programs and one-year end-on programs. The question of how the graduates from these different programs might most appropriately be deployed in the secondary school is one which needs to be addressed.

The Board, like the Education 2000 Review Committee, is concerned with the need for continuity in the education of children and youth. It supports the principle of curriculum continuity and emphasises the need expressed in the second element of Recommendation 7.4 for teachers to be well aware of the programs which precede and succeed their own. We have seen in recent years not only the extension of the links between secondary schools and TAFE colleges but also the emergence of senior colleges. These newer arrangements will need to be kept under review. Teachers of lower secondary school students will need knowledge of the diversity of educational possibilities open to their students; teachers in the senior secondary school, in the senior colleges and in the TAFE colleges will need a close awareness of each other's programs.

7.5 that initial teacher education prepare students for a context characterised not only by continuities with the past but also by rapid social and educational change;

that it be responsive to developments in schools and society, to government initiatives and to emerging roles for teachers; and thus

that it enable teachers, with appropriate school system support, to play an effective role in changing schools.

7.6 that initial teacher education promote in students a sensitivity to the wide variation in personal characteristics among children and provide a preparation for the effective teaching of pupils with a variety of educational needs;

that, to this end, programs provide both theoretical knowledge of, and teaching and other field experiences with, pupils of varied ages, ability, behaviour, social background and culture.

Acceptance of the principles expressed in **Recommendations 7.5 and 7.6** provides guidance to teacher educators in their response to the constant calls for the expansion of the focus of their programs to encompass adequate attention to an ever-widening diversity of issues, for example:

(a) special groups of students:

- gifted and talented students
- students with special needs or handicaps who are now "mainstreamed"
- rural and isolated students
- ethnic minority students (Aborigines, Torres Strait Islanders, migrants)
- cultural minority students (e.g. the disadvantaged, the poor)
- students of lower academic ability and/or achievement who are remaining at school until Year 12
- girls (and gender-related issues)
- students with learning disabilities
- abused children;

(b) school curriculum components:

- language arts (all teachers to be teachers of language)
- ESL
- computer literacy
- multicultural orientations
- environmental education
- foreign languages
- Australian studies
- Aboriginal studies
- legal studies in education.

These are legitimate demands. They arise on the one hand from the changing composition of the society and a changing social conscience, or, on the other hand, from change and new awareness in the society and thus changes in the tasks of schools. There are other demands from particular pressure groups, some of which may be of sufficient import and generality to warrant inclusion but others of which are not.

Facing the pressure of an extensive curriculum, the response of teacher education institutions is frequently

- to leave the initiative with interested staff members who may introduce new perspectives into their existing courses, or
- to introduce another option within the elective group of studies, or
- to hold occasional seminars, or

- to develop a unit within the in-service program, and/or
- to develop a postgraduate diploma course.

While each of these actions is responsive, neither the individual actions nor their totality are adequate. They do not constitute an appropriate institutional response.

Clearly the institutions need to be critically selective; they must determine which of the initiatives have a compelling place in the teacher education program, which may well be offered as electives, which are more appropriately the focus of attention at a later stage of professional development and which have no real claim for inclusion in teacher education.

For those concerns that are adjudged essential for all students (a judgment most likely to be reached in relation to almost all of those listed above) a further decision must be made: which can be appropriately treated in an introductory fashion (e.g. to sensitise students) and which need to be the focus of concerted action (to develop attitudes, knowledge and skills)*?

This determination having been made, the latter group of issues needs further consideration: should they be presented in separate additional courses or units within courses or should they be introduced across the curriculum? For example, should student teachers learn about the new technology only in computer education courses and perhaps foundation courses, or should these courses be accompanied by an examination in all professional studies of the implications and applications of the new technology? Should mainstreamed handicapped children be "dealt with" in a new unit or should all courses include consideration of these students and their particular learning styles and needs? Which approach will represent best the recognition of these issues as central issues in the education program and these students as legitimate subsets within the school's clientele?

Decisions to extend the scope and focus of the teacher education program raise, in turn, the issue of the presence of staff who are capable of teaching these perspectives or courses. If a decision has been made to adopt an "across the curriculum" approach, then there is a need for all teacher education staff to be knowledgeable and competent in each of these areas, and thus a need for further staff development programs in order to maintain a balance of expertise among the staff of each institution.

We note that while some work has been undertaken, if these initiatives are to be introduced effectively, there needs to be serious, deliberate and expert holistic analysis of the characteristics of these individuals and groups and of the new curriculum domains in order to plan for their encompassment within the program. This is beyond the resources of any single individual or, probably, any one institution. Accordingly, the Board recommends

7.6.1 **that teacher education institutions consider the formation of a task force**

- **to address the challenge of making all elements in the teacher education program responsive to societal and educational changes and to the needs of the diversity of students attending school, and**
- **to produce guidelines to assist teacher educators and those who offer staff development programs.**

The preceding discussion was introduced by reference to a particular set of emerging issues. Clearly there are others, and in a society where the pace and complexity of change are likely to intensify, new issues will command the attention of teacher educators. It is important not only that they be alert to early indicators of developments but also that improved procedures be established to foster responsive action by reducing the time taken for implementation of those actions. Delays in response mean the introduction to the teaching work force of a further group of teachers not adequately equipped to perform the roles required of them by the society of their day.

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* Clearly, here as in all other aspects of teaching, experience is needed before teachers can adequately address the structure and composition of the class group.

7.7 that initial teacher education programs be conducted in such a way that they make use of the individual talents and interests of prospective teachers and help them to develop their own teaching styles.

The Board comments again on the diversity present within the cohort of entrants to teacher education programs. Teacher educators, in planning and in implementing their programs, need to take cognisance of this diversity and to ensure not only that all student teachers achieve the minimal acceptable goals of the program but also that the individuality of the students is recognised in both program and processes. During their teacher preparation, individuals should have the opportunity to extend their talents, to develop previously untapped potentials and to overcome existing inadequacies.

In our discussion of the principles expressed in Recommendations 7.11 and 7.12 below we have indicated ways in which the non-school-based field experience component of the program might recognise and foster that individuality. In addition, however, that recognition and respect must characterise the total program. Unless this occurs, the prospective teachers are unlikely, in their future classrooms, to value individuality and to seek to individualise their teaching.

7.8 that the processes adopted in initial teacher education programs encourage students to take an active role in their own learning both during the professional preparation program and subsequently throughout their professional careers.

The Board has noted the frequent references to the need for teachers to be flexible, responsible and autonomous, particularly as they encounter the changing social, technological and learning environments of the future.

Genn (5) notes that the educational process, particularly in higher education, is one that appears to be largely in the hands of the student, who for the most part is left to use initiative and effort in fully exploiting the facilities and opportunities the institution provides. How the student uses his or her own self and surroundings, in the teacher education institution, to foster his or her own learning and self-development (including professional development) determines the quality of the educational process and will almost certainly have a bearing on the educational process he or she will foster for his or her own future students. He emphasises the need for the student to indicate increasing levels of initiative and autonomy in the pursuit of learning, growth and development and to assume an increasing and substantial share of accountability for success or otherwise of the outcomes of his or her higher education.

The teacher education institutions need to keep under continuous review the extent to which the conduct of their programs and their procedures for assessing student progress foster in the student teachers the habits and skills of autonomous learning. They need to use teaching/learning strategies which have as their goal the student teachers' perceptions of themselves as active agents in their own learning. From this basis, they can effect in student teachers a surer grasp of strategies which they in turn can later use to promote autonomous learning orientations and skills in their students.

Concern is expressed in a number of reports about the ambience of the teacher education institution and the need for the initial teacher education program to foster the development of attitudes and skills which will predispose the students towards becoming professionals and, in particular, which will create a positive orientation to and acceptance of the need for continuing professional development.

Joyce and Clift (6) emphasise that the purpose of initial preparation is not only to prepare teacher candidates to participate in school renewal projects and to approach the genuine problems of the work place but also to prepare them for the lifelong study of the world, the self and academic knowledge, and for the lifelong study of teaching. The aptitude to learn and the desire to exercise this knowledge are, they maintain, the most important products of teacher education. The Carnegie Report (7) also stresses the need for prospective teachers to develop both the habit and the skills of reflecting on their own practice of teaching and to lay a strong foundation for continuing professional development; the same need is also recognised in other professions (8).

7.9 **that initial teacher education programs be based on concepts and understandings from the best currently available educational theory, research and practice.**

In Chapter 2, we made reference to the growth of the knowledge base of teaching (page 12); we referred there to concerns that this knowledge base might be inadequately represented in professional preparation.

The Board recognises the demanding situation in which teacher educators are placed. They must constantly seek -

- to adapt their programs to the needs and characteristics of cohorts of entrants whose life experiences differ in significant ways from those of even a few years ago;
- to adapt their programs to the changing needs of schools and of society;
- to understand the potentials of the new technology, to master it and to incorporate it into their own pedagogy;
- to maintain an up-to-date mastery of their own special disciplines and to reflect the contemporary structure of those disciplines in their curriculum; and
- to secure a detailed understanding of the expanding knowledge base in education and ensure that their curriculum reflects these understandings and concepts.

This is a major challenge yet one which must be met if initial teacher education programs are to prepare competent professionals, who have a secure base from which they themselves can incorporate into their understandings new knowledge as it emerges from theory, research and practice. Accordingly, the Board recommends

7.9.1 **that there be an extension of intra- and inter-institutional collaboration among staff in teacher education institutions with a view to the provision of mutual assistance in meeting the challenge of continuous updating of knowledge and the incorporation of that knowledge into their programs.**

7.10 **that the teacher education program present exemplary models of pedagogy.**

The teacher education program should provide opportunities for student teachers to observe, analyse and reflect upon a wide variety of teaching styles, including their own, with a view to developing effective personal teaching styles. These models for analysis are provided through the school and teaching experiences program, through the use of information technology and, importantly, through the student teachers' experiences as learners in the teacher education institutions.

Because of the powerful influence of models, and because of the need for student teachers to learn well, the latter require excellence in pedagogy on the part of the teacher education staff. This means that the staff must exemplify in their practices not only the expert use of time-honoured effective strategies but also strategies which will foster the development of those competencies which are accorded high priority in the schools which serve the changing society. They need, too, to use strategies made possible by the developing information technology (particularly in relation to information retrieval and usage). Teacher educators need to use a wide array of strategies (9); but it appears that they do not always do so.

> "It seems safe to say that as teacher educators we frequently do not practise what we preach. That is, one seldom sees teacher educators modelling interactive teaching strategies, cooperative learning techniques, or problem-solving skills. Efforts to strengthen preparation programs must incorporate a strong modelling component and that modelling should reflect the body of research findings with respect to mastery learning, individualised instruction, cooperative grouping, competency based education, microteaching, and other approaches documented as effective in strengthening prospective teachers' knowledge and skills." (10)

The architecture and furnishings of many "classrooms" in higher education institutions pose a particular challenge to the implementation of this principle. However, such modelling should present not only a variety of approaches but also embody such attributes as a genuine interest in and liking for students, an enthusiasm for teaching and a professional orientation to the teaching task.

7.11 **that initial teacher education promote in students an informed awareness of the interdependence of theory and practice.**

7.12 **that initial teacher education provide for the development of the knowledge, competencies, attitudes and values required for the early years of teaching;**

that, to this end, initial teacher education include each of the following areas: liberal studies, subject disciplines, professional studies and teaching competencies;

that the total program provide an integration of these elements; and

that the depth and rigour of these studies be commensurate with the standards obtaining in undergraduate programs in higher education.

The following discussion embraces the principles embodied in both Recommendations 7.11 and 7.12.

The search continues for ways of helping teachers to achieve a professional situation wherein practice is informed by theory and theory is illuminated by practice.

In part, the difficulty lies in the complexity of the teaching/learning situation, with its demand on the teacher for a continuous series of judgments and decisions that are oriented to both the group and the individuals within it. The student teacher and beginning teacher, at least, as we saw in Chapter 4 (p.50) are more dominated in their thinking by immediate events than are their more experienced colleagues. This situation tends to lead teachers to be data-driven rather than theory-driven (11) and, moreover, they are influenced by the models of teaching they experienced as school students and as teacher education students in both the campus and school settings; their personal biographies (12) are an influential force. A prime need, then, in teacher education is for the student teachers not only to observe a diversity of good models in varying contexts, including self-observation and analysis through the medium of videotapes, but also to develop skills of reflection and analysis that lead to a firmer incorporation into their cognitive sets and teaching behaviours of the guides to effective teaching available from their theoretical studies.

A further dimension of the difficulty in achieving integration arises from the complexity and extent of the teacher education program itself. Planners of the program conceptualise the contribution of each component to the totality of the goal: the professional preparation of teachers. But in the execution of the various components there often intrudes an element of separateness, as the various staff, in their specific areas of expertise, implement their particular programs. The achievement of most of the goals of teacher education is dependent upon the integration of the total teacher education curriculum. The teacher education institution must accept major responsibility for planning this integration. Ultimately, of course, the critical integration is that which is achieved by the student teacher, but he or she needs the interconnecting links among the various components to be made explicit by each contributing staff member.

It is perhaps helpful to map out the range of goals within the program and the range of studies, activities and experiences through which the program is implemented. This has been attempted in Figure 5. Further, an attempt has been made in the figure to show that the achievement of each goal or objective requires a diversity of studies, experiences and activities - sometimes several of the latter might make the same type of contribution to the goal achievement but in other cases each study, experience or activity makes its own unique and particular contribution. There is need for the clarification by teacher educators of the expected outcomes of each.

This view of the teacher education program is one which seems to the Board to be likely to enhance the integration of the several component parts of the teacher education program and hence likely to foster in beginning teachers "theory-driven" practices.

1. Formal studies

The formal studies and associated scholarly pursuits embrace general liberal education, subject disciplines and professional studies. Figure 5 indicates that the goals of this component of the program are approached through lectures and associated activities; however, a diversity of other experiences and activities helps to clarify and consolidate these learnings.

(a) Liberal studies

There should be a cohesive, planned program of liberal studies. Students should be provided with a systematic introduction to some of the principal areas of human knowledge and experience, with a view to fostering the development of the intellectual qualities that characterise well-educated people. As the Holmes Group (13) pointed out, teachers must lead a life of the mind. These studies should foster critical and reflective capacities, aesthetic sensibilities and an appreciation of the diverse modes of human experience and expression, creativity and a deep valuing of learning and ideas.

The focus of these studies should include disciplines which foster cultural literacy: knowledge and understanding of the cultural heritage in all its aspects including the contemporary technological component of our culture. These studies should, in addition, be designed to foster insights into contemporary Australian culture, focusing on Australian society in its local, regional, national and international settings and explicating social trends, economics, politics, ideologies and values. All Australian teachers require adequate knowledge of Australian literature, history, geography, politics, law, science and education[*]. A major goal is an awareness and understanding of critical issues in the society and the diversity of views and values which obtain.

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[*] In 1984 a Committee to review Australian studies in tertiary education was established by the Commonwealth Minister for Education; that Committee has established a Teacher Education Project to develop recommendations on pre-service and post-experience teacher education in this area.

Figure 5: Initial teacher education: goals/objectives: studies, experiences, activities

GOALS AND OBJECTIVES / STUDIES, EXPERIENCES, ACTIVITIES	Formal studies Use of libraries and resource centres. Reflection	Teaching situations on campus, e.g. microteaching, simulation, tutoring, peer tutoring; working with visiting classes/groups	School experiences	Teaching experiences	Other field experiences - (a) Children and Youth	Other field experiences - (b) Adults and adult settings	Institutional climate: teacher education institution	Institutional climate: schools
General liberal education of the teacher	X						X	
Insights into contemporary culture: Australian society in its local, regional, national and international settings, social trends, economics, politics, ideologies and values	X	X	X	X	X	X	X	X
Knowledge of subject disciplines - includes conceptual grasp of the fields and an understanding of their characteristic modes of inquiry	X	X		X				
Knowledge of human growth and development	X	X	X	X	X	X	X	X
Knowledge of theories of education and of teaching	X	X	X	X	X		X	X
Knowledge and understanding of curriculum design and pedagogical practices	X	X	X	X	X	X	X	X
Teaching competencies	X	X	X	X	X	X	X	X
Commitment to and skills in reflective critical orientation to teaching	X	X	X	X			X	X
Competencies and attitudes appropriate to membership of school staff	X	X	X	X			X	X
Competencies and attitudes appropriate to productive interactions with parents and community	X	X	X			X	X	X
Development of appropriate personal attributes	X	X	X	X	X	X	X	X

(b) Subject discipline studies

Teachers require deep knowledge of the subject disciplines they will teach. Increasingly, there is emphasis on the need for teachers to master the substantive and syntactic structures of these disciplines: their central contemporary concepts, their characteristic modes of enquiry and their canons of proof. This issue has been addressed in depth in the Carnegie Report (see Appendix IV, pages 3-4). Shulman (14) has also emphasised the particular need for teacher education students to master these structures so that they have an adequate base for curriculum and teaching decisions. The knowledge explosion demands of teachers, and in turn their students, a grasp of these structures so that, in each area, there is a focus on

- central rather than peripheral concerns, and
- concepts and theories that reflect enduring and newly-emerging, rather than outdated, knowledge.

Such a grasp is required to provide a philosophical and functional base for the acquisition of further knowledge.

It has been suggested that current subject studies frequently pay inadequate heed to the underlying discipline structures and that the conceptualisation and teaching of these studies are in need of reform in undergraduate degree courses which precede teacher education and in undergraduate teacher education courses.

Specific problems arise and need to be addressed in the various programs preparing secondary, primary and early childhood teachers. In presenting the following comments, the Board draws attention to the need for there to be recognition of the differences in the teaching roles within each of these broad areas; for example, the goals and the processes of teaching vary significantly between the junior and senior primary school and between the early and later years of the secondary school.

Secondary teachers will, in general, have studied a limited number of subject areas in depth. Modern views on education require them, however, to have an understanding of what students study in their other courses, if they are to help these students to integrate their knowledge, using multidisciplinary perspectives, so that it will become for them functional knowledge, knowledge which can inform their behaviour. Thus these secondary teachers require some grasp of the central structures and modes of knowing in subject areas other than those they teach; this knowledge can properly be the focus of attention during the final year of study in the initial teacher education program.

Primary teachers are in a somewhat similar situation but in their case the demands are intensified since they are required to teach across the entire curriculum. Furthermore, the present pattern of secondary school studies of intending primary teachers means it is almost inevitable that they will have barely encountered some of the major areas of knowledge, areas which they will be required to teach in the primary classrooms. In future years this problem could be diminished to some degree if a core curriculum were to be introduced in Years 1 to 12. Thus the teacher education program faces the challenge of assisting the student teachers to develop, often from a negligible base, mastery of the substantive and syntactic structures of language, the social sciences, science and technology, mathematics and the arts.

Teachers of very young children, too, must take an holistic approach as they guide their pupils to a surer understanding of the world around them through fostering their direct interaction with that world.

We alluded in Chapter 3 (p.40) to the possibility of some modification to the concept of the primary teacher as a generalist teacher. If there emerged a pattern of employment of generalist and specialist teachers (perhaps along the lines proposed in Britain, where each primary teacher is a specialist in one area as well as maintaining a generalist function in the other subject areas) the problem would be changed somewhat, but its essentials would remain. Even more so than in the case of their colleagues in the secondary school, primary and early childhood teachers do need insights into all the domains of knowledge as they foster the introduction of young children to their world. It may be noted (Appendix IV, p.3) that the Carnegie Report claims that the need for mastery of knowledge is greater in the case of the prospective primary than the secondary school teacher. This is a widely held and well-substantiated view. It does not imply that teachers will adopt a subject orientation to their teaching, but rather that their teaching must rest on a secure knowledge base.

These contemporary conceptions of the deep knowledge about knowledge required by teachers point to the need for the curriculum of teacher education to be reformed, with a view to ensuring that teachers-to-be have mastery of the structures of the major disciplines. The development of this component of the curriculum would seem to require a collaborative effort, involving scholars in the various disciplines and teacher education scholars.

Accordingly the Board recommends

7.12.1 that the teacher education institutions consider the formation of a task force of scholars to determine the specific needs of prospective teachers for an understanding of the disciplines and to develop a curriculum which would enable these students to achieve mastery, appropriate to their purposes;

that such a task force address also the ways in which teacher education students can develop those understandings which will enable them to transform that knowledge about knowledge into curricula for students of varying developmental stages.

(c) Professional studies

Current teacher education curricula address these essential components (see Figure 5):

- Knowledge of human growth and development.
- Knowledge of theories of education and of teaching and studies in the philosophy, sociology, psychology and history of education.
- Knowledge and understanding of curriculum design and pedagogical practices relating to curriculum implementation.
- Teaching competencies.
- Commitment to, and skills in, a reflective critical orientation to teaching.
- Competencies and attitudes appropriate to the teacher's membership of a school staff.
- Competencies and attitudes appropriate to productive interactions with parents and community.
- Personal attributes.

The Board is aware of the constant monitoring of the professional studies program in teacher education institutions, as teacher educators seek to meet the challenges of standards and balance, of appropriate sequencing of courses and of the constantly increasing demands for new elements in their programs.

To assist the teacher educators in their deliberations, the Board wishes to comment on only some of the issues relating to professional studies, issues which are not new but which as yet await a successful resolution.

The Board, in its judgment on the roles and competencies required of teachers, has in effect offered guidelines for the content and processes of teacher education. It feels no need to repeat those here.

(i) Knowledge of human growth and development

As Figure 5 suggests, this goal is achieved not only through formal study, but through the entire range of activities and experiences created for student teachers. Independently of their institutional program the young adults continue, as well, through their life experiences to increase their knowledge about people. Often, however, these life experiences occur within a relatively restricted social context, probably with like-minded peers. The teacher education program needs to help student teachers to incorporate the richness of this experience into their understanding of human development and also to extend their knowledge of growth and development across the life space and across the diversity of circumstances and life styles which their future students will inhabit.

The rapidly changing social and technological environment poses a particular challenge. The textbooks which explicate the principles of development inevitably draw their examples from an earlier time* and thus may misrepresent today's realities. Further, their authors cannot easily identify and incorporate into their theories those influences on human growth and development which are only now becoming prevalent. This means that contemporary perspectives on growth and development cannot rest entirely on texts; the other activities and experiences listed in Figure 5 are a necessary source of learning in this area. These variously-derived learnings must, however, be integrated into the theories, if the theories are to serve as an effective guide to pedagogical behaviour. The student teachers need, in this as in other areas, to expect their knowledge to become dated and thus to be oriented towards achieving throughout their careers knowledge which has contemporary validity.

(ii) Foundational, curriculum and pedagogical studies

Figure 5 indicates that, in the Board's view, the entire range of experiences available to teacher education students contributes to these studies; integration of the learnings from these diverse sources, some of which may be regarded as complementary but others of which generate a particular kind of knowledge, must be achieved. The Board notes that the Bassett Committee had, in the foundational areas, recommended in 1978 a multidisciplinary approach rather than study of the separate disciplines. Much progress has been made in this area, but further progress is possible and essential.

Further development is also required in the integration of foundational studies and curriculum studies (15). Their curriculum studies are frequently seen by the student teachers as the studies most relevant to their teaching. If insights into the society, the learner, the learning process and the learning context are the focus of foundation studies but are not explicitly addressed in curriculum studies, the students in seeking the direct application of the latter to their teaching are unlikely to utilise the insights they have achieved. To provide a simple example: students from non-English speaking migrant families have different backgrounds and different orientations from those of their Anglo-Australian counterparts; these have direct implications for their learning of specific topics. Learning about these characteristics does not help the student teacher to know how to arrange his or her teaching to facilitate their learning. Guides to the appropriate pedagogy must arise from the curriculum studies.

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* Even in four years, the time often taken for the preparation and publication of texts, there are significant changes within the society.

The Board recognises that the issue of the fusion of theory and practice is a constant theme in deliberations on teacher education. Teacher educators might well like to consider the contributions that the use of **case theory** in teacher education might make to the achievement of this goal. It will be noted in Appendix IV (p.4) that the Carnegie Report specifically recommended its use. Shulman (16) in his 1986 examination of knowledge growth in teaching proposed a serious examination of this particular type of knowledge, which has the power to illuminate both the practical and the theoretical. He suggested three forms of teacher knowledge: propositional knowledge, case knowledge and strategic knowledge. Of case knowledge, he writes:

> "Case knowledge is knowledge of specific, well-documented, and richly described events. Whereas cases themselves are reports of events or sequences of events, the knowledge they represent is what makes them cases. The cases may be examples of specific instances of practice. ... On the other hand, they may be exemplars of principles, exemplifying in their detail a more abstract proposition or theoretical claim.
> ...
> I shall propose three types of cases. Prototypes exemplify theoretical principles. Precedents capture and communicate principles of practice or maxims. Parables convey norms or values ...
>
> We are probably most accustomed to thinking of cases as precedents. ... These remembrances of teachings past are valuable in guiding the work of a teacher, both as a source for specific ideas and as a heuristic to stimulate new thinking. But other kinds of cases exemplify, illustrate, and bring alive the theoretical propositions that are potentially the most powerful tools teachers can have. These are the prototypes within case knowledge.
> ...
> Parallel to the theoretical use of prototype cases and the practical use of precedents, we also encounter the moral or normative value of parables. A parable is a case whose value lies in the communication of values and norms and propositions that occupy the very heart of teaching as a profession and as craft.
> ...
> It is in the very nature of the practical or policy fields that individual principles are fated to clash on particular occasions. Knowledge of the relevant propositions and cases is needed to form the underlying knowledge base. Strategic knowledge must be generated to extend understanding beyond principle to the wisdom of practice.

> ...
> I envision the use of case method in teacher education, whether in our classrooms or in special laboratories with simulations, videodisks and annotated scripts, as a means for developing strategic understanding, for extending capacities toward professional judgment and decision-making. These methods of instruction would involve the careful confrontation of principles with cases, of general rules with concrete documented events - a dialectic of the general with the particular in which the limits of the former and the boundaries of the latter are explored."

Shulman believes that teacher educators should extensively employ the growing body of case literature, to represent a more diverse range of teaching contexts than can be directly experienced and to provide teachers with a rich body of prototypes, precedents and parables from which to reason.

This case literature needs further development and, moreover, it should be an Australian case literature. The Board recommends

7.12.2 **that teacher education institutions give consideration to the establishment of a task force consisting of scholars and reflective practitioners to explore the utility of case theory in teacher education and to initiate the development of an Australian case literature.**

2. Teaching competencies

Desirable teaching competencies were analysed in depth in Chapter 4. Reference to Figure 5 (p.90) indicates that the Board believes that these competencies, and the knowledge, insights, values and attitudes which constitute their base, are developed through the medium of the entire range of studies, experiences and activities that comprise the teacher education program. Principles introduced in the theoretical studies must be explicated in a variety of settings, and the principles revisited in the light of these experiences; a cyclic pattern of study and experience is needed to ensure the development of well-grounded competencies. The primary goal of commitment to, and skills in, a reflective critical orientation to teaching must be to the forefront in the planning and implementation of all elements of the program.

This turns our attention to the components of the program additional to the formal studies (Figure 5).

(a) Teaching situations on campus or campus-associated facilities

These have for some time encompassed microteaching (providing opportunity for the mastery of a graded series of specific teaching skills), tutoring of children, peer tutoring and teaching of visiting groups of school students (which permit development of skills and understandings in a more controlled and less complex context than the school). All these practices offer to the developing student teacher a "safe" environment in which to learn and one, moreover, in which the immediate feedback critical to the fostering of developing insights and skills can be provided.

There is, too, some use of video technology, often in association with microteaching. Much remains to be done, however, in exploiting the new technology, which now offers the potential of a more effective way of achieving some of the goals of the professional program. For example, videotapes can be developed to provide opportunity for student teacher guided observation and analysis of a variety of teaching styles in a diversity of contexts. They could, too, bring in to the campus environment, for disciplined study, not only portraits of life in the general community which could extend student teachers' insights into human development and the contexts within which families and their children live, but also, for example, presentations of the decision-making processes and procedures that occur within a school. Student teachers need to understand these, but direct access is difficult and, moreover, for the vicarious experience to be educationally developmental, staff guidance and exploitation of the capacity of the video machine to permit repeated viewing and discussion are necessary.

Rapid developments in electronic technology present continuing challenges and opportunities for all educators and hence, in particular, for teacher educators. As with other areas of research in teaching, teacher educators may be expected to be at the forefront of developments in the educational applications of the emerging technology, making effective use of the technology in their teaching as well as providing their students with the knowledge, skills and attitudes they will need as teachers of the future.

The use of microcomputers in schools, something of a rarity a decade ago, is now commonplace. Ausburn et al. (17) report that there is widespread criticism of the low level of most of the applications of computer technology currently in use and suggest a shift towards more sophisticated uses of computers in education for activities such as simulation and problem-solving. As an example, the authors suggest that there is very high, and as yet largely unutilised, potential in the combining of videodisc technology with the microcomputer to produce the "intelligent videodisc". The full potential of the "intelligent videodisc" to provide significant interactive simulation experiences to enhance the study of learning and teaching is yet to be explored. Tolley (18) also sees simulation, with the availability of microcomputers and the networking of data bases, as becoming a powerful tool.

Given the resource-intensive nature of software development in such areas, Ausburn et al. endorse Willis' 1983 recommendation for the establishment of a centre of excellence in educational technology in Australia to stimulate the development of high quality materials for use in Australian higher education institutions (19). The Board notes with interest the Queensland government's commitment to the establishment of a software industry in this state. We feel this could provide for an opportunity for the development of such materials for the field of teacher education in this state. We recommend

7.12.3 that a task force of teacher educators be established to explore the possibility of the collaborative development of high quality materials which capitalise on the latest available educational technology for use in teacher education programs.

With the existing technologies, and with the promise of more powerful ones yet to come, teacher educators need to reconsider the means to the most successful achievement of many of their goals; an analysis of each of the goals is needed to determine which procedures and learning experiences, in which sequence, will secure maximum progress.

Moreover, unless the prospective teachers have the opportunity themselves to learn via the medium of the new technologies and to experience the ways in which these can enhance their learnings, they are unlikely, in their turn as teachers, to create modern-day classroom environments. In this, as in other aspects, the influence of the model is powerful.

(b) School experiences

These experiences are intended to serve a broader goal than current "teaching practice" located in classrooms. They should serve to introduce the student teacher to an understanding of broad school contexts, their administration and their characteristic activities. Experiences could include, for example: participation in school staff discussions and planning, P. & C. meetings, co-curricular activities and school excursions, and school-based in-service activities; interaction with and assistance to specialist staff and class teachers; studies of individual children or small groups of children.

This program should be planned to provide each student teacher with experience in a diversity of schools and at a diversity of times throughout the year. In particular, it is worth considering the allocation of student teachers to schools at the beginning and end of the school year, periods presently in the main avoided. These periods can constitute a valuable learning experience for the student teachers, exposing them to significant aspects of the school's functioning (elements which are specific to those particular parts of the year) and giving them the opportunity to interact with school students, without the stress of attempting a teaching role. It is appreciated that these are busy periods in schools, but if student teachers were presented and perceived as people who could assist the school and if, moreover, there were no supervisory attachments, then schools would be likely to welcome the student teachers. Such an assignment at the beginning of the year has been used in at least one program and has been reported to be very successful. In most pre-service programs, there are weeks when schools are in session but when there are no activities (on or off campus) programmed for the student teachers. At the beginning of the school year there is at least one such week in all but two of the programs (and two or three weeks in most); at the end of the school year, except in four programs, the number of such weeks ranges from two to four.

It may well be that teacher education institutions would see value in allocating each student teacher to the one school for regular visits throughout the year, in addition to single visits to other schools. This could but need not be the same school as that in which the teaching experience program will be undertaken. Such a procedure would facilitate the student teacher's gradual growth in understanding of the dynamics of one school and would facilitate the development of a collegiate relationship between him/her and some staff members.

(c) Teaching experiences*

These experiences comprise a critical component of the pre-service phase of teacher education.

Much has been achieved in this area, as teacher education institutions have redesigned their teaching experience programs and worked towards developing a "practicum" curriculum and as schools and individual teachers have sought to help the student teachers to apply their campus learnings to the classroom teaching situation and to develop their pedagogical skills (20).

Nevertheless, major constraints continue to impede the full realisation of the goals of this part of the program. This is attested to by the fact that every major report on teacher education and most critics (21) identify fundamentally the same set of unresolved problems (see Appendix IV, p.4). These same issues were the subject of concern at the Board's 1985 School Experience Conference (22), in the discussions of our Project 21 Phase II Working Party and in the public comments we received. Briefly, these include:

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* The Board has used the term "teaching experience" to replace the current terms "teaching practice" and "practicum". It believes that these latter terms carry a misleading connotation. This component of the program is aimed not at practising, but rather at developing, teaching behaviour and skills.

- the need for clarity in the goals of the practicum and the development of a practicum curriculum comprising a carefully sequenced set of learning experiences designed to link theory and practice;
- the need for the effective involvement of school staffs in planning;
- the need for the establishment by teacher education institutions of close links with a small number of schools which would play a greater role in this component than other collaborating schools;
- the need for the establishment of school experience committees and the development and monitoring of school policy on the practicum;
- the need for the careful selection and appropriate preparation of all staff (teacher education and school) associated with the practicum;
- the need for interchange of staff between teacher education institutions and collaborating schools or for contributions by staff to the programs in both settings and the need for recognition of both groups as partners in the total enterprise of pre-service teacher education.

Even outstanding teachers have preparation needs specific to the task of working as teacher educators: they need to be fully cognisant of the on-campus studies being undertaken and of the conceptualisations underlying those studies; they need to understand how student teachers learn; they need to be skilled in critical but supportive analysis and guidance. These skills and knowledges are **different** from those called upon in the task of teaching children. In addition, they need time to work individually with student teachers, helping them not only to plan, but also to reflect on the learnings they are achieving in the classroom; but they need time also to meet their priority of teaching their pupils.

The reality is that the force of numbers (6,593 in 1986, of whom the vast majority attend metropolitan teacher education institutions) results in the frequent absence of a close and continuing relationship between the two groups of teacher educators (practitioners and lecturers), thus making very difficult if not impossible the full achievement of the goals of the teaching experience component of the program which are currently advocated*.

In our discussion of Recommendation 7.1 we indicated our belief that it is now time for the establishment of a new partnership in teacher education between the teacher education institutions and the employing authorities. Such a partnership would result in particular benefits for the teaching experience component of the program.

Prior to 1972, employers had played a significant role in the "practice teaching" element of the program; certain schools were in effect recognised as "practising schools" and tended to be staffed with highly competent and often innovative teachers. Their involvement in the pre-service programs was an important aspect of the identity of the schools and of the staff members. Furthermore, a teacher's involvement in supervision of students was taken into consideration in the preparation of inspection reports and was hence a factor in his or her promotion.

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* In 1986, the Brisbane College of Advanced Education needed to locate student teachers in 167 primary schools and in 119 secondary schools.

Under present arrangements, the teacher education institutions have become totally responsible for "practice teaching" arrangements and the role of the supervising teachers has become formalised and the subject of an industrial agreement, with teachers being classified by the Commonwealth Academic Salaries Tribunal as part-time employees of the institutions and, accordingly, paid at an hourly rate for their supervisory tasks.*

These tasks are not recognised by the employing authorities through their staffing policies; nor do all supervising teachers see this task as an integral part of their professional role and responsibility. In essence they are "add-on" responsibilities. This, as reference to Appendix IV (p.4) indicates is the subject of recurring concern throughout Australia. The position is exacerbated in Queensland by:

- the very large numbers of teacher education students (6,593 in early childhood, primary, special and secondary pre-service courses in 1986**) and the consequent need for the utilisation of very large numbers of schools. Present guidelines state the desirability of school experience of no fewer than ninety days in three-year courses and no fewer than fifty days in one-year courses; the total number of school experience days in 1986 was thus at least 208,530; the total number of teachers in Queensland schools was 32,577;
- the need to involve, as supervising teachers, a substantial proportion of the staff of a large number of schools not all of whom could be expected to be outstanding teachers and the consequent difficulty, given the numbers of teachers and the location of the schools vis-a-vis the teacher education institutions, of securing a genuine collaborative involvement of lecturers and supervising teachers;
- the lack of adequate provision for, or requirement of, participation in programs to prepare supervising teachers for their roles;
- the need of the teachers to reconcile what sometimes appear as conflicting demands, that is, the needs of their students and the needs of the teacher education students.

This set of realities requires a reassessment of what is both desirable and possible in the teaching experience aspect of the pre-service programs. The Board stresses the urgent need for both employing authorities and the profession to reconsider their mutual roles in pre-service programs. If a genuine collaboration could be established, it is likely that new arrangements would create the possibility of more effective teaching experiences for student teachers. Such arrangements might include:

(a) the designation of some schools, in consultation with teacher educators, as specialist teaching experience schools, with the recognition of this function incorporated in staffing formulae and in the appointment of highly competent and innovative staff (including master teachers whose roles might well include a special responsibility in this area);

(b) the recognition of a larger number of schools, additional to the above, as being involved extensively in the pre-service program, again in consultation with teacher educators, again with a staffing formula which recognises this additional role;

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* In 1986, Queensland teacher education institutions spent a total of $2.7 million in payments to supervising teachers.

** The number has almost doubled in the period since 1970, when there were 3,330 student teachers.

(c) the recognition of excellence in supervision as one promotion criterion;

(d) a more extended system than that which operates now of involvement of practitioners in the on-campus programs and of teacher educators in the schools.

There would be direct benefits of such an arrangement to the employers in the form of the quality of the emerging graduates and of the teaching in the schools and the opportunity to trial, with the assistance of teacher educators, curriculum innovations and alternative teaching/learning arrangements.

There would also be benefits to the teachers taking part in teaching experience programs in having time, **within their regular work load**, not only to contribute to the education of their students but also to make their full professional input into the pre-service preparation of the next generation of teachers, having time to interact, in a supportive environment, with student teachers and with the staff of teacher education institutions, as well as participating with these colleagues in innovations and ongoing considerations of the needs of their schools.

There would be costs to employers of exercising the role suggested above, through variations in staffing formulae. These costs could however be met in part through moneys presently allocated directly for supervision of teaching experience. The payment of additional salary for additional duties could be seen to have been logical in the past, when supervision of student teachers was an additional task required of some teachers who continued, as well, to enact the same roles as colleagues not engaged in supervision. If, however, there is a reconceptualisation and restructuring of the total professional role of those members of school staff who will assist in the professional preparation of student teachers, with additional support provided to enable them to implement these roles, then there may no longer be need for such payments.

The Board recommends

7.12.4 that there be instituted discussions among teacher education institutions, teacher organisations and employing authorities, with a view to determining ways in which the supervision of teaching experience could be incorporated as an integral part of their teaching role for those staff involved in this aspect of pre-service teacher education.

If teacher education institutions could move forward to capitalising upon the potentials of the new technology (see pp.95-96) and if the above proposals were accepted, there would be available a much greater range of learning situations than at present for the student teachers. There would be a number of specialised teaching experience schools (which, since their central purpose would be the education of students and of student teachers, would have student teachers on site all year, and in which each student teacher would have at least one placement) and the categorisation of a larger number of schools (staffed under a special staffing formula) as collaborating schools. The availability of a wider range of learning situations argues the need for a careful analysis of the goals to be sought and a determination of the settings and activities most likely to lead to the effective achievement of each goal.

The Board recommends

7.12.5 that there be a fundamental reconsideration of the goals of the teaching experience in the pre-service phase of teacher education and the determination of procedures that will enable goal achievement.

The goals need to encompass school, classroom and parent and community roles. This diversity of proposed learning experience settings should be seen as being complementary one to the other, each with a specific contribution to make. Careful analysis could then lead logically to the development of curriculum components for each setting, with these varying components integrated into the matrix of the total teacher education program.

Under such a plan, student teachers would still work and learn in schools. But a smaller number of schools than at present would be required and, under those circumstances, the constraints presently impeding a fully effective program could continue to be addressed, with a greater expectation of their likely resolution. It is critical that the philosophy and practices of collaborating schools and their staff create, through the human and organisational environment they provide, a welcoming climate for student teachers and one which emphasises their contributing role in the school. In their further development of the curriculum to be implemented in the collaborating schools, the planners (teacher education staff and practitioners) need to give continuing consideration to the designing, trialling and evaluation of a diversity of arrangements. One to which the Board would like to draw particular attention is the possibility of small groups of teacher education students working together in their teaching experience; this pattern has been found in Sweden (23) to have marked educational benefits, particularly in fostering collaborative attitudes and skills among the students and in creating new possibilities for their critical, reflective analysis of their teaching, in the peer support situation.

3. Contributions of other field experiences with children and youth and in adult settings

As the matrix in Figure 5 shows, experiences and activities located in contexts beyond the teacher education institutions and the schools can make a major contribution to the preparation of teachers (p.90).

Field experiences with children and youth can include visits to other educational institutions or settings, work with community groups and agencies including youth centres, and observation of and interaction with children and youth in non-school settings, including holiday camps. They could include, too, for prospective teachers of languages other than English, exchange visits to schools in relevant overseas countries.

Experiences in adult settings could include, for example, work experience in and/or visits to industry and commerce, government and community services; attachments to social workers, ethnic organisations and migrant centres; visits to remote areas; community service; tutoring in adult literacy programs; interactions with individual parents and parent groups; participation in cultural, sporting and community activities.

Such field experiences can provide distinctive perspectives on the contemporary culture, on growth and development, on all the aspects of professional studies. They can facilitate the development of teaching competencies and foster competencies and attitudes appropriate to productive interactions with parents and the community. The literature on beginning teachers, particularly the younger ones, indicates that many have major concerns about the management of class groups and about interactions with parents (24). A diversity of field experiences can offer the student teachers the opportunity to become familiar with interacting with children in groups and thus generate feelings of confidence which could be expected to diminish later control problems. Similarly, experiences in adult settings could develop interactional skills and confidence and understanding of the perspectives of others.

One of the goals of the teacher education program is the fostering of the personal growth and maturity of the student teacher. This should, ideally, involve both the further development of existing interests, talents and strengths and, through the broadening of experiences, the development of new interests. Field experiences play an important role in this development.

Finally, one of the concerns raised frequently in discussions about teachers is their alleged lack of experience in "the real world", particularly that of industry and commerce. As we saw in the summary of submissions and public discussions, there were suggestions that, either before selection or during preparation or during their teaching careers, teachers should have work experience in areas other than teaching. Two points should be noted. Firstly, approximately one-third of the entrants to teacher education do not proceed directly from Year 12 to their professional preparation; presumably many of these have had such work experience. The figures suggest, however, that two-thirds of the entrants lack sustained work experience. Secondly, many student teachers do, however, during their program, engage in part-time work. It is suggested that such experience might be fostered for an increasing number of student teachers.

Already many institutions encourage and sometimes organise student teacher participation in a variety of field experiences and relevant activities outside the framework of the normal academic program. Such participation tends to be on a voluntary basis. If it is accepted that field experiences, along with formal studies and school-based activities, have a distinctive and necessary contribution to make to the development of student teachers, then it would seem desirable to have explicit recognition of the need for and the place of such field experiences as part of the total curriculum. There is need also to ensure that learnings deriving from these experiences are integrated with those achieved through the other settings, activities and studies. The Board would encourage teacher education institutions to give consideration to this extension.

In such considerations, heed could be paid to the length of the year. At present the year for teacher education students is a relatively brief one, extending over fewer than forty weeks. There seems no reason why a proportion of the time currently unused could not, with benefit, be drawn upon to enable field experiences to be built into the program.

Such an extension could not be supported if it meant an extension of the present work load of teacher educators*. Rather, it would seem appropriate for these additional duties to be located with a number of counselling staff appointed to the program for this specific purpose. The need for such additional staff, skilled in counselling and with appropriate knowledge and interests, is based upon what the Board would see as an essential element: the individualisation of the program, to accord with the principle reflected in Recommendation 7.7.

Entrants to the teacher education program constitute an extremely heterogeneous group. Not only do they vary in respect to status as entrants (school leavers, mature age), but also in respect to life experiences, interests and talents, personality characteristics, needs and maturity. If there were devised a field experience program, the selection of activities for each student should seek to maximise his or her growth and development. The concept of such a program would also permit recognition of the need of some students to engage in further studies (outside the formal program) either to strengthen or to broaden their knowledge base. Counselling staff would be necessary to assist appropriate student choice of activities, to assist (where need be) in the placement of students in their experiences and to monitor the program. There would seem virtue in assigning a given counsellor responsibility for a cohort of student teachers throughout their entire teacher education program.

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* This issue is explored in Chapter 8 where the high level of existing demand on these staff is documented.

The Board recommends

7.12.6 **that teacher education institutions give consideration to the development of a non-school-based field experience component which would be regarded as a core part of the teacher education program.**

There would need to be a determination of the types of experiences and activities to be approved for inclusion in this component and an analysis of the contribution of each of these to the overall program goals. There should be guided individual selection from within the range of approved experiences.

4. Competencies in interactions with other adults

These competencies were detailed in Chapter 4. They assume a critical importance as schools place an increasing emphasis on collaboration among staff, on school-based curriculum and staff development, on ongoing staff evaluation of the school's program, on the provision and utilisation of support staff, and on the involvement in their programs of resource people from the parent body, from industry and from the community.

The teacher education program must consciously seek, through all components, to assist student teachers to develop this sense of the corporate functioning of the school and must create opportunities for the student teachers to develop skills of cooperation and collaboration.

The discussion in Chapters 3 and 4 suggests that, in the future, teachers will become even more involved than at present in interactions with parents and the community. There is concern, among the profession, among the public and within the ranks of the beginning teachers themselves, about the difficulties experienced in such interactions by new teachers and their lack of confidence in this role.

Formal studies need to assist student teachers to understand the school's relationship with its community and the nature of the partnership (actual and ideal) between teachers and parents. To this knowledge must be added knowledge of group dynamics and of effective ways of interacting productively with others. These knowledges, in turn, must be strengthened and applied through extended guided experiences in interactions with non-school adults with a view to the development of the relevant skills and the appropriate attitudes. These interactions should be located both in the school context and, as we have suggested, in a variety of field experiences beyond school settings.

5. Personal development

The personal attributes desired in teachers are described in Chapter 4. We have noted above the contribution that both schools and field experiences can make to their development.

Of central importance is the climate of the teacher education institution itself. We have alluded to this on a number of occasions. Howsam et al., the Holmes

Group and the Bassett Committee have, among them, captured much of what we would want to say:

> "In common with other professional programs, the teacher preparation program is most effective when it is located on the campus of a significant college or university. Here it can have the advantage of the scholarly environment which fosters research and creative activities, access to the rich opportunities for liberal learning, teaching specialisations in the disciplines, access to the social and behavioural sciences and the humanities which undergird the profession of teaching, the privilege of academic freedom as it pursues its quest for truth and effectiveness, and the rich cultural environment that prevails." (25)
>
> "The faculty and students at research-intensive universities [and colleges] are encouraged and supported for their propensity to question, to analyse, and to share emerging insights with others. The institution thus provides its teacher education faculty and students with the time, support, and high expectations required for excellence in scholarly inquiry and productivity." (26)
>
> "A teacher education institution should create through its informal programs, its corporate social relationships, and its diverse informal activities in clubs and societies a rich environment in which individual students are stimulated, in different ways, to enlarge their understanding of the wider community and its culture, to deepen their concern for it, and to increase their capacity to contribute constructively to it." (27)

7.13 that school systems and schools make specific provision for the guided induction of beginning teachers.

In 1978 the Bassett Committee (28) provided in its report a thorough and detailed analysis of issues relevant to the induction of beginning teachers. It prepared four recommendations:

> "Systematic schemes of induction need to be planned and implemented in all schools where there are beginning teachers as an essential phase of teacher development. The induction period should be accepted as the first critical quality control phase of in-service education.
>
> The induction of beginning teachers should be primarily the responsibility of the school itself. Assistance from outside the school in authorising action, providing resources and advice is also necessary, but this should be supportive and supplementary.
>
> Care should be taken by schools in planning the induction of beginning teachers to relate it as closely as possible to their course of training, and to approach it as an integral part of the three phase structure of diploma-induction-degree. To achieve this a close relationship between the training institutions and the schools should be established.
>
> School induction programs should provide a variety of forms of assistance to the beginning teacher which supplement his background knowledge with information of a specific kind relating to the school and its community, which capitalise on his previous training, and assist him to deal in a practical way with class management, curriculum planning, teaching method, and other facets of his teaching. The school should also protect him from unreasonable demands, encourage him, strengthen his confidence and satisfaction in his work, and respect his personal style."

The Board fully endorses these recommendations and the thinking which led the Bassett Committee to their formulation. In our view, that Committee made a particularly valuable contribution to an understanding of the role of induction by distinguishing three strands of the induction process:

- orientation - a form of introduction to the school;
- adaptation - the school's facilitation of the teacher's adjustment to the teaching role; and
- development - the process of relating ideas and actions, a process which can only be begun in the induction period.

We note that there has been considerable progress in the implementation of these recommendations and would urge employing authorities, principals and schools to strive to achieve them fully.

In view of calls by some commentators for teacher education institutions to become involved in the induction phase, the Board considered this matter in some detail. It believes that while teacher educators should be responsive to approaches for help from beginning teachers, their role should be an informal one, with the primary responsibility for induction lying with the employing authority.

B. MODELS OF INITIAL TEACHER EDUCATION

Views expressed in submissions and at public meetings

In general, respondents strongly supported the concept of pre-service as the initial stage of teacher development, succeeded by internship or induction and culminating in ongoing professional development. Some preferred to conceptualise the initial stage as encompassing both the on-campus program and the subsequent early teaching years (accompanied by structured study).

There was recurring emphasis on the need for a variety of models, to take account of the differing backgrounds of entering students and to satisfy differing career intentions, to provide adequately for flexibility and specialisation, and to offer the opportunity for the trialling, monitoring and evaluation of different models and organisational arrangements.

Opinion was divided on the optimal length of the pre-service course. Those who opposed a lengthening of the course believed that there was no evidence to support a claim that four-year preparation produces better teachers than a three-year program, that deferment of entry into teaching for too long a period would be disadvantageous and/or that three years is appropriate for the preparation of beginning teachers.

Those who supported extending the minimum length to four years did so on the following grounds: to ensure adequate opportunities for professional growth and maturity, sufficient coverage of all the professional elements considered to be necessary, a sound attitudinal and knowledge foundation for ongoing professional development and the adequate development of specialisations. It was also seen as necessary in order to enhance the liberal education of future teachers. Some proponents pointed also to the need for the longer period in order to secure an appropriate balance between academic studies and school experience. The difficulties presently experienced in ensuring teacher access to a fourth year after graduation and the problems of maintaining continuity between the pre-service and in-service stages were discussed.

Each of the following structures received some support:

(1) Non-education degree + one or two years of professional study.

(2) Four years' tertiary study

  (a) concurrent study (academic/liberal arts + professional study - several variants supported);

  (b) with possible exit at the end of three years by primary and early childhood teachers;

  (c) with option of honours degree;

  (d) three-year degree or diploma + one-year honours or specialist graduate diploma;

  (e) two years' study + one year internship + one year completion of degree;

  (f) three-year diploma + two to five years' teaching experience + one year of study to complete degree;

  (g) two years of non-education degree studies (university or CAE) + two years' professional study.

(3) Three years' tertiary study

  (a) three-year diploma/degree;

  (b) three-year diploma/degree for teaching in the post-compulsory years with credit for appropriate alternative experiences;

  (c) one year professional study + one year school-based + one year internship.

(4) Apprenticeship teacher schemes, either full-time in school (with some input from teacher educators) or a majority of time in schools with some attendance at a teacher education institution.

(5) One year of professional training for manual arts teachers with trade qualifications, experience and maturity.

A diversity of arrangements within many of the above models was recommended. Some respondents believed that the first year (or two years) should be confined to liberal studies, while others held the view that professional studies should be included in all years of the program. A number advocated specialisation in professional studies in the fourth year.

Some saw virtue in a common program, in part at least, for intending primary and secondary teachers. In support, reference was made to the changing structures of school organisation, the introduction of P-10 or P-12 curricula, the recognition that all teachers are teachers of language, and the value of providing teachers with a common cultural and pedagogical experience. Some respondents argued for a core program in the first two years, with specialist preparation in the final two years for teaching a particular age group. Others believed that the present practice of separate programs for intending primary and secondary teachers should be maintained, in the light of their very different professional needs.

Particular cases were argued for the preparation of some groups of specialist teachers: language teachers, ESL teachers, special education teachers and early childhood educators.

There was some support for the offering of part-time and external pre-service courses.

The Board's perspective

In 1987 in Queensland teachers may complete the pre-service phase of their teacher education program in a number of ways:

Early childhood education	:	three-year Diploma of Teaching (Early Childhood)
Primary education	:	three-year Diploma of Teaching (Primary)
	:	degree + one-year Graduate Diploma in Teaching (Primary)
	:	four-year Bachelor of Education (concurrent program)
	:	degree + one-year Graduate Diploma in Teaching (Primary) (joint program)
Special education	:	three-year Diploma of Teaching (Primary/Special)*
Secondary education	:	three-year Diploma of Teaching (Secondary)
	:	degree + one-year Graduate Diploma in Teaching (Secondary)
	:	degree + one-year Diploma in Education
	:	four-year Bachelor of Education (concurrent program)*
	:	degree + one-year Graduate Diploma in Teaching (Secondary) (joint program)
	:	four-year Bachelor of Agricultural Science (concurrent program)
Primary/secondary education	:	four-year Bachelor of Human Movement Studies (Education)
	:	four-year Bachelor of Music (School Music)
	:	three-year diploma or degree + one-year Graduate Diploma in Teaching (Music)
Technical and further education	:	three-year Diploma of Teaching (TAFE)**

The Board supports the existing diversity of models for the pre-service phase of initial teacher education for the following reasons:

. No reliable evaluative information exists to indicate that one model is clearly to be preferred over another.

. There is an increasing need for flexibility in course structures as the teaching role becomes more complex and future contexts of schooling more uncertain.

. There is a need to ensure that a greater variety of students (e.g. in age and life experience, ethnic and socio-economic background) obtain access to teacher education and are effectively catered for once they have entered the program; it may not be appropriate for all teacher education students to undertake the same course of study or even similarly structured courses.

. The existence of a diversity of models provides stimulus to innovation, recognises the individuality of each teacher education institution and, moreover, can provide potential data for comparisons of the relative strengths and weaknesses of the various groups of graduates.

Not only are there different models, but there are different approaches taken by the teacher education institutions within these models, for example through varying structures of core and elective studies and through the inclusion of school-based studies.

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* Some entrants receive advanced standing on the basis of existing qualifications.

** All entrants receive advanced standing on the basis of existing qualifications/experience.

The Board sees this as an additional strength. It is likely that further diversity within and between models will be characteristic of the forthcoming years; consideration will need to be given, for example, to determining patterns of initial teacher education that will best prepare teachers of students in the post-compulsory years.

Thus, at present it is possible for some teachers to complete the formal studies for their initial preparation in three years. The Board has deliberated with great care over the desirable length of initial teacher education (which includes but is not confined to pre-service teacher education). As it looks into the future, the Board holds firmly the view that the **minimum period of tertiary study** included in the initial professional preparation of teachers should be **at least four years. The Board would hope that, by the twenty-first century, not only would that minimum be in place but there would be a marked change in the formal qualifications of the teaching force,** with

- virtually all teachers possessing an education degree;
- a significant cadre of teachers with double degrees (e.g. B.A. and B.Ed., B.Sc. and B.Ed.) and thus studies in depth in both education and the subject disciplines;
- an increasing proportion with an education degree and a postgraduate diploma or a master's degree in an area of specialisation;
- a noticeable proportion with double degrees and postgraduate studies either in education or in a subject discipline.

The Board believes that the years intervening between the present and the dawn of the next century should see substantial progress towards this goal. The achievement of this desired profile of the work force would require an increase in resource allocations to Queensland, particularly to create the necessary number of places in teacher education institutions for teachers to complete the final year of their education degree studies.

In recommending for the future a minimum of at least four years of initial teacher preparation, the Board does **not** advocate that this minimum should be achieved solely in the pre-service phase. The Board considers that the model proposed by the Bassett Committee is most likely to lead teachers to the achievement of those competencies which they need (see Chapter 4). This model requires the teacher to complete his or her pre-service preparation and then, after experience as a teacher, to undertake further studies in education, thus completing his or her initial teacher preparation. The Bassett Committee explained its recommendation:

> "The case for requiring the student to gain teaching experience before undertaking the final year of the course we regard as compelling. While we recognise that much can be done during a course of teacher education to encourage students to relate practice and theory, we believe that it is when they come to grips with the practical problems of teaching as teachers that they can gain most from pedagogical theory and the background disciplines on which it rests. From the examination that we have made of existing three-year courses, it is clear that these courses attempt to do too much, and would be even more overloaded if they attempted to cover the broader range of general and professional knowledge that teachers now need, as well as giving them a reasonably comprehensive grasp of basic pedagogical skills.
>
> It is for these reasons that we consider that the fourth year leading to degree level should be a requirement for all as an integral part of a teacher's preparation. We have recommended accordingly.
>
> We stress, however, that we do not wish to see the diploma course extended by a year before the teacher is employed, since clearly there are diminishing returns if a course of teacher education is lengthened without the benefit of professional experience.

> The degree pattern that we believe should be required is thus partly pre-service and partly in-service, with a design of three years' initial training and a final year following an induction period of teaching experience of at least a year." (29)

The Board has examined the various arguments put forward by proponents of a four-year initial preparation with all four years located in the pre-service program. It has not been convinced by these arguments, and believes the goals sought would be more effectively achieved through the "Bassett" model*. There follows a brief summary of these arguments with an indication of the Board's position on each:

Need for additional knowledge and skills, in a society characterised by rapid change	. There will be additional knowledge and skills required throughout teachers' careers; the pre-service phase should assist the teachers to acquire the skills, flexibility and a positive orientation to change that permit them to be responsive to new needs. . These knowledges and skills can be achieved through better selection processes and through the adoption of an across-the-curriculum approach in teacher education.
Need for every graduate to have studied an area in depth; need for adequate time for liberal studies	. A time line cannot be meaningfully placed on this. Much depends on how courses are conceived and implemented, particularly in relation to the underlying structures of the disciplines. Extended mastery of a discipline requires postgraduate study. The adoption of the "Bassett" model would support the in-depth study of education and would also permit further study of other areas.
Need to enable school leavers to acquire an appropriate level of psychological maturity	. Selection criteria should include personal characteristics. . Growth towards maturity is a function of the environment and processes of teacher education rather than time.
Need for student teachers to prepare for teaching a diverse clientele, therefore there are additional time demands	. This goal can be achieved through the reformulation of all courses to adopt a generic approach; in-service education will still be required following experience in classrooms.
More time is needed to achieve a fusion of context and content	. This is likely to be better achieved through curriculum reform than through the addition of time. . It is a central tenet of the Board that such fusion requires experience in the field.

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* The Board endorses existing four-year programs (concurrent or end-on) but believes that graduates of these programs also need to undertake, following a period of experience in the schools, further formal studies.

Some students may not have undertaken appropriate studies at the secondary school level	.	Amended selection procedures are intended to address, in part, this problem. Rather than lengthening the course for all, such students could be required to undertake additional work before or during the course.
The modern environment and changing roles of schools require teachers to develop human relationship skills, which fall outside the traditional disciplines	.	The Board sees this as addressed by the processes of teacher education and not by an additional subject.
A four-year degree pre-service program would enhance the professional status of teachers	.	We agree that a four-year degree program would achieve this goal, but we do not believe that this requires the degree program to be a pre-service program.

The essence of the "Bassett" model is that a period of experience in the role of classroom teacher is an essential element in the initial professional preparation of teachers: It is the crucible which enables encounters with the realities of the teaching/learning situation, encounters which, in the first instance, are guided in only an uncertain fashion by theoretical understandings. This experience permits the beginning teachers to seek in the theories for guidance and for understanding. It is not until the teachers approach the theory in this way that they can gain insights from it; it is not until they can illuminate the theory with practice that they can gain mastery over the theory and incorporate it into their cognitive strategies as sure guides to practice. The teaching experience component of the pre-service phase cannot possibly be adequate to this purpose. It takes some time (a varying time for each individual teacher) before teachers are ready, in the light of their experiences, to return to theory and to question it. This return to theory which occurs in formal study, for example in the fourth year of the education degree studies, is essential if teachers are to become critical, reflective teachers who, in Evans' words, are to be theory-driven rather than data-driven (30).

Thus each of the phases of the initial teacher education program - pre-service, induction and experience, further study - makes its own distinctive contribution to the growth of professional competence; these contributions are interdependent.

The Board notes that this concept is not always fully appreciated. For example, in the recent CTEC/CSC Joint Review of Teacher Education, while the Committee endorsed a "3+e+1" approach, they then commented:

> "The Review recognises ... that there is a case for primary and early childhood teachers, in terms of both their own professional development and the need for leadership training for the school system as a whole, to complete a fourth year of training without undue delay. In particular, teachers should be encouraged to consider combining experience in the work force with the upgrading of their qualifications by commencing part-time study as soon as possible after taking up teaching duties."* (31)

This perspective is different from that adopted by the Board; we have emphasised, throughout our discussion, the necessity for a period of experience in teaching to precede the final-year studies.

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* Our emphasis.

The Board recommends

8. that initial teacher education be formally recognised as consisting of three phases: a pre-service course, early teaching experience and further formal studies in education.

The pattern of required studies and teaching experience should, in the immediate future, build on the existing programs and follow one of the four alternatives outlined in the following recommendation.

The Board recommends

9. (a) that students enrolling in the three-year undergraduate pre-service teacher education courses

- be enrolled in a Bachelor of Education degree program,
- be granted, after completion of the pre-service phase, an interim award of Diploma of Teaching,
- engage in a period of teaching before continuing their formal studies in education,
- be awarded, on completion of the final year of the program, the Bachelor of Education degree, which will supersede the interim Diploma award, thus completing their initial teacher education;

(b) that students enrolling in postgraduate pre-service teacher education courses of less than two years' duration, or in joint programs incorporating such courses

- be enrolled in an education degree program,
- be granted, after completion of the pre-service phase, an interim award of Graduate Diploma in Teaching or Diploma in Education,
- engage in a period of teaching before continuing their formal studies in education,
- be awarded, on completion of the final year of the program, the education degree, which will supersede the interim Graduate Diploma or Diploma award, thus completing their initial teacher education;

(c) that students enrolling in a course leading to a degree in a field other than education* which includes a concurrent teacher education program equivalent to a pre-service graduate diploma course

- be enrolled in a combined degree program,
- be awarded, on completion of the pre-service phase, their first degree,
- engage in a period of teaching before continuing their formal studies in education,
- be awarded, on completion of their further studies in education, an education degree, thus completing their initial teacher education;

(d) that students enrolling in an integrated four-year pre-service teacher education course leading to a degree in education

- be enrolled in a Bachelor of Education degree program,
- be awarded, on completion of the pre-service phase, a Bachelor of Education degree,

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* e.g. B.Agr.Sc., B.H.M.S.(Ed.), B.Mus.(School Music)

- engage in a period of teaching before continuing their formal studies in education,
- be awarded, on completion of their further studies in education, an appropriate postgraduate award, thus completing their initial teacher education.

In order that initial teacher education programs will accord with the principles espoused in this Report, the Board recommends

10. that all present programs be examined by the teacher education institutions with a view, where need be, to modifying these so that:
    - an integrated initial teacher education program, with a coherent interrelationship among its three phases (pre-service, early experience, further formal studies) is offered;
    - the programs reflect the principles enunciated in Recommendation 7;
    - all formal studies throughout the pre-service and in-service phases reflect the quality and standards to be expected in a degree program; and
    - due consideration is given to ways of facilitating the completion of the program by teachers during the early years of their careers.

The Board believes that such a program would be more befitting the future needs of the teaching profession than the present concept of a three-year diploma or one-year postgraduate program.

In the Queensland college of advanced education system, teacher education is one of the few fields of study in which diploma awards still exist; this is despite the fact that students are in effect studying towards a bachelor's degree. There are no other diploma awards at Brisbane College of Advanced Education, Capricornia Institute of Advanced Education or James Cook University. There are two diplomas in the visual and performing arts fields, one at Darling Downs Institute of Advanced Education and one at the Queensland Conservatorium of Music although at Darling Downs students may now enrol in major studies in these fields in the B.A. degree course and the great majority of QCM students are enrolled in the degree courses. There are no diploma courses at Queensland Agricultural College, although degree students who leave after completing three years of their course may be awarded a diploma. At Queensland Institute of Technology, apart from a Diploma of Architecture (where there are also degree courses) all diploma awards are in the health sciences area, including nursing, nurse education, nursing management, radiography and podiatry.

The change recommended by the Board would also parallel more closely developments elsewhere in Australia. In most other states, primary pre-service students at colleges of advanced education now enrol directly in a degree course. Many have the option of completing a full B.Ed. degree as a pre-service course. In some cases, these students are not employable unless they complete the full four-year course. In other instances, students who complete the first three years of the degree program are regarded as having completed a pre-service phase and are eligible for employment as beginning teachers. In some colleges, a diploma of teaching is awarded to such students as an interim award. In others, however, a transcript with a statement of completion of the pre-service phase is all that may be obtained; students are not regarded as having completed a total course or as being eligible to receive any formal award until they have completed the fourth year. In all cases, colleges have adequate funding to enable students to enrol for the fourth year whenever they have completed any period of teaching experience which may be required.

The Board believes that implementation of Recommendations 8 and 9 will ensure progress towards its long-term goal, provided an appropriate allocation of places is secured. The Board is encouraged by the view expressed by the two Commonwealth Commissions in the Report of the Joint Review on Teacher Education:

> "... it is considered that the resources necessary to provide a fourth year of training* would be better applied when teachers have gained significant experience in the classroom. No departure from the '3+e+1' model is therefore proposed." (32)

This structure, together with changes in selection procedures, improvements in the teacher education program itself and a climate of expectation that teachers should be members of a graduate profession, will undoubtedly achieve the substantial enhancement of the profession of teaching which we believe will be essential to meeting the needs of our schools as we move into the twenty-first century.

The Board recognises that the present economic climate will be perceived by many as forestalling any recommendations which carry implications of increased expenditure on teacher education.

Nevertheless, the securing of a teaching service which is adequate both in quantity and quality for the schools of the twenty-first century is of such vital strategic importance that the Board cannot and will not resile from its responsibility to recommend

11. **that funding authorities give the highest priority to increased allocation of places to teacher education in Queensland so that** -
    - (a) **all commencing teacher education students will have the opportunity to complete their final-year degree studies within a reasonable time after commencing their teaching careers; and**
    - (b) **all teachers currently teaching will have the opportunity to complete a post-experience year of formal study.**

The Board notes with pleasure that, even though completion of the Bachelor of Education is not mandatory, an increasing number of teachers who graduate with a Diploma of Teaching are achieving four-year status. Progress would have been more marked had more places been available. The Board is, at the same time, disappointed by the relatively small numbers of teachers holding a pre-service postgraduate diploma who have continued with their formal education studies. The model of initial teacher education calls for **all** groups, whatever the pre-service studies they have undertaken, to continue further studies in education after they have gained some experience in teaching in order to complete their initial professional preparation.

In proposing that in the future all teachers should be expected to undertake in-service studies in education as part of their initial professional preparation, the Board is very conscious of the difficulties currently faced by teachers who combine periods of study with their teaching responsibilities as well as with family and other commitments. The Board's recent evaluation of the Bachelor of Education degree in the Queensland advanced education system (33) found that the "stress of combining teaching, study and family commitments" was cited by 79 per cent of students who had withdrawn from the program as being a very important factor influencing their withdrawal. "Other personal commitments" was a factor mentioned as very important by 38 per cent of the same group. Again, 54 per cent of teachers who had graduated from Bachelor of Education programs and 75 per cent of those currently enrolled reported that their teaching or other contributions to their school suffered when study pressures were high.

Suggestions for lessening the conflict between study and other commitments which emerged from the Board's evaluation included:

. having flexible assessment deadlines, so that peak workloads at school and college need not coincide;

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* The Board reiterates its opposition to the use of the term "training".

- providing opportunities for study towards the Bachelor of Education in summer schools;
- offering of whole-year units or allowing students to spread over a full year subjects normally taken in a single semester;
- more counselling of students about the workload involved and approaches to part-time or external study;
- more encouragement of students to take one unit per semester rather than two, especially in their early years of teaching.

The evaluation found that school principals, associate administrators and other staff members were generally supportive of teachers who were undertaking these studies. There was divided opinion about whether teachers should have a reduced teaching load while undertaking this study, but very strong support from both teachers and school administrators for teachers being given periods of extended release from the classroom to help them complete in-service studies.

The Board recognises the potential cost and administrative difficulty associated with the latter proposals. It believes, however, that the value of incorporating an in-service component into the total program of initial professional preparation of teachers so far outweighs the benefits of additional pre-service study that employing authorities as well as teacher education institutions should seriously consider all possible means of facilitating teachers' completion of such programs. These means might include, for example, a term's release, or, for a specified period, a reduced teaching load, or appointment to a school in a city in which is located a higher education institution.

The Board has elsewhere recommended close collaboration between employers and teacher education institutions in the professional preparation of teachers*. If such close collaboration could be applied to the planning of the total initial education degree in its pre-service, induction and in-service phases much could be achieved in providing coherence, continuity and support for teachers throughout the whole program.

The Board has also addressed the issue of the length of current **end-on pre-service programs.** These are currently offered at the University of Queensland, Brisbane College of Advanced Education, Darling Downs Institute of Advanced Education and McAuley College and range in length from 34 to 40 weeks.

We believe that it is extremely difficult to achieve the goals of professional preparation in such a limited period. The Board would invite the teacher education institutions to consider ways in which the time available for formal studies and for teaching, school and other field experiences might be extended, for example, through the offering of summer schools, or through the extension of the program from two to three semesters.

The Board recommends

12. **that teacher education institutions consider ways in which the time available, for formal studies and for teaching, school and other field experiences, in end-on pre-service teacher education courses might be extended.**

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CHAPTER 7

QUALITY TEACHERS: CONTINUING PROFESSIONAL DEVELOPMENT

Views expressed in submissions and at public meetings

There was widespread endorsement of the need for teachers to engage in ongoing professional growth. Anticipated outcomes included: the development of "extended professionals" who assume personal responsibility for their own continuing development, seeking out self-improvement through participation in a variety of activities and through critically analysing their own performance; the achievement of full professional status and improved teaching, leading to school improvement and renewal; the understanding and implementation of innovations; the stimulation of enthusiasm and commitment and a decrease in stress and career dissatisfaction; maintenance of the love of learning and fostering this same attribute in students; the development of specialisations; and retraining in another area of education.

It was felt that such professional development can be fostered by attending in-service activities, but other supplementary ways include supervision of student teachers, active participation in meetings, the teaching experience itself, piloting of innovations, discussions among colleagues, collaborative involvement in curriculum planning and school evaluation, professional reading and parenting.

The concept of periodic alternative work experiences for teachers was strongly endorsed as a means of providing a broader perspective for teaching and of improving communication between schools and the wider community. It was suggested that teachers should be granted leave for alternative work experience without loss of entitlements.

Constraints were identified which impeded the achievement of desired outcomes from in-service courses and seminars. There were often opposing views on ways in which such constraints might be overcome.

- While many teachers engage in continuing professional development, some do not. Some respondents saw a solution in active encouragement, while others believed all teachers should be required to engage in such activities. Some advocated rewards and incentives but some believed involvement in well-organised courses perceived as relevant by the teachers constituted sufficient satisfaction, generating a sense of competence and confidence.
- Time and timing of courses were seen as problematic by many. Solutions proposed were threefold: all courses to be offered during teaching time or through full-time release and sabbaticals (with the availability of adequate relief staff), courses to be taken by teachers in their own time (afternoons, evenings, vacations), and attendance at courses to be based on shared time, partly the teacher's own time and partly the employer's time.
- Inadequate levels of funding (direct expenditure and provision of relief staff). Some asserted that in-service education should be offered at no cost to teachers. Others discriminated among the purposes of the in-service education: where it was required to implement system changes, the cost should be borne by the employer, but in other instances it was

not inappropriate for teachers to contribute to their own further development.

- Inappropriate course offerings (formal award and non-award courses). Respondents suggested the need to establish procedures to ascertain felt needs and interests, since courses would be likely to be popular only if they were perceived as relevant. Some courses were criticised as being too theoretical and not relevant to teachers, but some reported satisfaction with such courses. Further, the Bachelor of Education course was sometimes criticised for allowing too much choice of "easy electives"; not all shared this view. The ad hoc nature of other non-award courses attracted some criticism.
- Too limited a range of offerings. In view of differences among teachers, there should be a more extended range of offerings, including exchange visits and opportunities to observe outstanding practitioners. In particular, there was criticism of a perceived lack of correlation between policy changes and the provision of relevant in-service and other support.
- Too limited modes of offering. Attendance at some courses, campus-based or located in other cities or towns, was difficult for many teachers, thus reducing their attractiveness. Many respondents pointed to the potential for greater access through the use of modern technology. Some teachers believed formal courses should be more flexible, allowing variable time for completion of units and more sympathetic scheduling of assignments and examinations, since these frequently coincided with peak periods of demand in schools.
- Too limited an offering of school-based courses, workshops or seminars. Many perceived school-based in-service activities, particularly where there could be participation by all staff, to be the most valuable and the most likely to result in desired changes. The need for expert advisory input at such workshops and for follow-up support was emphasised.
- Too limited a range of formal award offerings. There was criticism of the limited number of places available, particularly in college B.Ed. programs. College staff felt this limitation on the number of in-service places reduced the contribution they could make, and wished to make. Some teachers felt present B.Ed. offerings were not comprehensive enough and that key areas of need were not covered. College staff advocated the extension of college offerings through masters degrees, which should be course-based and action-oriented.
- The lack of coordination in the planning and offering of in-service. There was emphasis on the need for the present ad hoc arrangements to be replaced by planning at the state, regional, district and school levels, with an intersystemic involvement of teachers, employing authorities, teacher educators, and other experts. Such coordination of effort would lead to a more systematic approach, a more comprehensive range of offerings, maximum utilisation of resources, and more adequate publicising of offerings.

There was a frequent call for the tertiary institutions to explore the possibility of arranging credit for non-award activities; particular mention was made of courses such as Excellence in Teaching, Early Literacy In-Service Course (ELIC), Early Reading in Content Areas, Basic Learning in the Primary School and the Queensland Writing Project and for professional activities such as supervision of student teachers. Difficulties inherent in cross-crediting were also discussed and it was suggested that procedures be established for accrediting non-award programs and activities.

Coordination of effort at the school level was considered desirable, through explicit recognition of the value of in-service education, through the attach-

ment of the responsibility for school coordination and planning to a senior staff member, and through the establishment of procedures that would support the dissemination throughout the school of the expertise gained by teachers who had attended in-service courses at other centres. Principals and senior staff were seen as key personnel in school renewal and adjustment to change and in the encouragement of staff to become actively involved in ongoing professional development.

The Board of Teacher Education was asked to play a supportive role with respect to in-service education by:

- *encouraging the diversification of existing professional development arrangements so that they might be accessible to all, and encouraging the initiation of further courses;*
- *consulting with teacher education institutions concerning the crediting of non-award activities to formal award courses;*
- *acting as a clearing house for the dissemination of information regarding the availability of in-service education;*
- *making representations for increased funding of in-service courses and activities.*

The Board's perspective

A recurring theme in this Report, as in most of the reports reviewed in Appendix IV, has been that the profession of teaching requires of its members continuing professional and personal development.

Teaching is not alone in this requirement. All professionals and all citizens need to be alert and responsive to contemporary vocational and societal demands and opportunities. The need in the case of teachers is, however, especially great. Firstly, they play a key role in interpreting and transmitting the culture of the day, which embraces but is not limited to the traditional cultural heritage. Thus they must be people of their time, with an analytic perspective on the past and a positive orientation towards the future. Secondly, they are engaged in one of the more complex of the professions and excellence in its practice is not quickly won. Rather, it is achieved only through a progressive extension of insights both into the purposes and benefits of education and into ways in which each pupil can be assisted to achieve those purposes and benefits.

As classroom practitioners mature in this profession, a majority maintain their classroom roles but in addition need to assume new roles and responsibilities, within the school and within the community. These new roles offer new rewards and make new demands which require specialised knowledge and skills (for example, in curriculum development, use of school resources, professional stimulation to and guidance of colleagues, community relations). Many will elect to spend forty years as classroom teachers; these years should constitute the path of a dynamic, ever-challenging career. There are paths in personal development, too. Teaching requires of its members a personal vitality, an engagement with life, an intellectual curiosity, an orientation to developing new talents and interests and a sense of deep satisfaction in evolving self-actualisation as person and as teacher. It is teachers such as these who can inspire and stimulate the young to extend their own horizons.

Some classroom teachers move from the classroom to establish careers in administration (school and system), in advisory and specialist services, in research or in teacher education. These career changes require specialised competencies for the effective transformation of the classroom teacher to the new role and position. There is an evolving path to excellence in these roles also. Participation in an array of formal and non-formal programs is essential, but only a beginning. The contexts within which the role is exercised and the characteristics of the other inhabitants of the setting change*, often requiring some reconceptualisation of the role and therefore new knowledge and skills. Those who assist teachers to assist students need a special enthusiasm, a grasp of a cornucopia of knowledge (in the disciplines, in education and pedagogy, in the areas of the speciality), and interpersonal skills and insights which will allow them to offer their assistance in a way which will foster teachers' insights and professional development.

The foregoing statements represent the Board's perspective on the continuing professional development of teachers. Our model is **not** a deficit-oriented one, although we recognise that at any given time experienced teachers will need to acquire new knowledge and competencies to perform their roles successfully. This is notably the situation during periods of rapid social and educational change. In Chapter 6 we examined the implications of such change for the content and conduct of programs of initial teacher education. If objectives are to be achieved, there is the need to create opportunities for teachers already in the system to achieve those competencies and knowledges which were the subject of little or no emphasis during their pre-service preparation or subsequent study and reflection. Perhaps the clearest example for teachers in the late 1980s is the need to master the new information technologies. But, beyond this, the very nature of teaching itself requires teachers to undergo a developmental process, as we have emphasised throughout this Report.

The progressive path towards increasing competence needs to be achieved by each individual teacher and each teacher, according to his or her existing understandings, skills and competencies, will profit in his or her own way from reflection upon self-initiated development activities and from participation in programs, courses and activities initiated by employers or others. Engagement in these activities must ultimately be validated through the enhancement of the teacher's ability to enact his or her professional role in the classroom and in the school.

The theme of the continuing professional development of teachers now has an extensive literature, including the reports analysed in Appendix IV (p.2, pp.5-6). The Board has addressed this literature, has listened carefully to public and professional comment and has drawn upon the experience of its own members to present, in this chapter, a number of central principles which it believes should guide policy and practice in this area.

The Board recommends

13. **that the following principles be adopted in the future development of policies for the continuing professional development of teachers:**

    13.1 **that professional development be recognised as an ongoing process essential to every teacher throughout his or her career.**

This process involves sequential growth towards a diversity of professional goals, which include:

. the consolidation and extension of professional skills and knowledge;

. the ability to respond professionally to changes in the social and educational contexts of teaching and learning and to implement innovations effectively;

. the extension of insight into educational theory and the growing ability to inform practice with theory;

. the broadening of understanding of the social significance of education;

. a deepening understanding of the contemporary society;

. the achieving of a deeper understanding of the disciplines and a mastery of the new insights generated by scholars;

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* A good example is the change occasioned by the mainstreaming of students with disabilities; their presence in regular classrooms has implications for all specialists and advisers.

- the ability to assume a more responsible role in relation to the operations of the school, both those within the school and those which involve interactions with the community;
- further growth as an educated person, extending areas of learning and experience and interest;
- increasing self-knowledge, as teacher and as person;
- the development of a personal philosophy of education, of a deepening sense of professional dedication and of high morale and enthusiasm, and an acceptance of responsibility for the growth of the profession and the nurturing of new recruits to the profession;
- the mastery of skills and knowledge needed in new positions and in undertaking new tasks.

13.2 that stimulus to the continuing professional development of teachers be provided through a diversity of activities, including the whole range of self-structured and system-organised, self-initiated and system-initiated, informal and formal, non-award and award activities which can be undertaken by educators to advance their professional development during their working lives.

Such diversity is required to meet the wide range of goals listed in the principle expressed in Recommendation 13.1, to accommodate the heterogeneity of the teaching force and to meet individual and system needs.

It should be stressed that there is no dichotomy between system and individual needs. System needs can be met only through the understandings and behaviours of individual teachers and groups of school staff; individual needs must embrace, although they are not confined to, specific system needs which are accorded current priority. Further, the professional growth of individuals or staff groups can generate new ideas and the introduction of personal initiatives which, in turn, can be recognised as valuable by the system, thus leading to an expansion of system needs.

There exists an abundance of classifications of professional development activities. For example, the NITE Committee (1) distinguished among formal award in-service courses, non-award courses (medium term, short term, short "once only" activities) and informal in-service education (such as professional reading, work experience, work with community organisations, home-school liaison).

Evans (2) points out that none of the activities listed actually involves teaching a class or participating in a school development program. He suggests an alternative approach which looks at both the elements in the school setting which are the focus of in-service education and the elements of the in-service education itself, particularly the providers and their functions, before examining the actual and possible linkages between them. The importance of school-based development activities is well documented in the literature (3).

The Board's view is that school-based and school-focused teacher development activities are a significant and essential element in a total approach to staff development. The Board uses the term "school-based" to indicate activities initiated by the school; by "school-focused" we mean activities initiated by agencies external to the school but implemented either with a total school staff or with groups of school staff. We recognise the need for area and regional programs, particularly for staff in remote areas and for staff of small schools. The Board notes that there are particular challenges to be overcome if these approaches are to be successful. For example, there is need for a recognition of the importance of the school climate (4); such programs need to be focused rather than adopting a scatter gun strategy (5); and teachers need themselves to be convinced that the school is the most appropriate target for change in education (6). In addition, the high staff mobility in Queensland schools* poses problems. Not only does a school principal face difficulties of continuity in the development of school policies and programs, but the principal himself or herself may not be in the school for a long enough time to follow through developments that he or she has initiated. Finally, a particular challenge is created in Queensland by the number of small schools and their dispersion throughout the state; not only do these schools have a higher than average staff mobility rate but they are also distant from the two major systems' regional offices and from the teacher education institutions which are both important sources of ideas and stimulation. An extension of the number of mutual aid groups and the exploitation of communications technology** can assist in overcoming this problem.

Stimuli to professional development need to be provided from multiple sources. In addition to the teachers' own reflective endeavours, these include colleagues and school improvement programs, participation as collaborating teachers in pre-service programs, systems advisers and system-organised courses (local, district, regional and state), professional associations, education centres, and higher education institutions (both education and non-education departments).

Recognition of the need for a diversity of approaches implies also a recognition of the complementary and interlocking, rather than additive, contributions of these various approaches. As in pre-service programs, there are very few cases where a development goal can be achieved best or only through a single approach or activity. As Skilbeck, Evans and Harvey (7) comment:

> "A focus on school situations and tasks can be a means of bringing to bear upon concrete, practical problems a very wide range of understandings and skills. However, in a total INSET Program, this focus should be complemented by the provision of learning situations for teachers which take them completely away from the school environment, to residential centres, schools other than their own, tertiary institutions, factories, offices, and so on ..."

Evans (8) highlights the problem of connecting "teacher education experiences with teacher work experiences in a way which encourages reflection, hypothesis-making, explanation, attempts at change, evaluation and personal insight". He sees one solution as lying in cooperative planning and development at the school itself. From his point of view, the teacher education institutions should play a very important role in providing the "generative" knowledge and confidence teachers need to enable them to participate more effectively in the constructive, problem-solving processes of school decision-making. He suggests that school-based decision-making may benefit greatly from the technical support that may be derived from teachers' participation in formal courses in such areas as curriculum planning and development, school and curriculum evaluation, research skills and studies of group dynamics and group processes. The CTEC/CSC review of teacher education reaches a similar conclusion (9).

There is one further aspect of this interdependence. As the 1978 Bassett Committee noted:

> "In-depth courses should provide an orderly conceptual basis for practical programs. Functional activities, in concentrating on problems and tasks of immediate concern to teachers, should increase awareness of the relevance of the theory, as well as having intrinsic and immediate practical value." (10)

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* See Chapter 3, p.42.

** The piloting of the offering of the ELIC program through Q-Net stations is one such example. The issue of full utilisation of communications technology has been addressed by the 1986 Report of the Queensland Ministerial Advisory Committee on Distance Education.

It should be noted, however, as Griffin (11) observes, that although the problem-solving orientation to staff development in schools is most commonly situation-specific (a "putting out fires" approach), this need not be so; school level development activities can be future- as well as present-oriented, if there is systematic attention to providing structures for a problem-solving approach.

One might reasonably predict that if a teaching force had access to a diversity of in-service activities which were perceived by the teachers as relevant and useful, and which were well-validated and research- and theory-based, these teachers would be most likely not only to involve themselves in such activities but also to pursue self-structured and self-initiated routes to enhanced competence. Among the latter would be included active membership of professional associations, professional reading, reflective consideration of their professional activities and, perhaps, action-research in their own classrooms, schools and communities.

In this review of the diversity of activities which foster the continuing professional development of teachers, we would draw attention to the strong community support evidenced in the submissions we received for periodic alternative work experiences for teachers. If the present economic climate continues, this will require cooperation between school employing authorities and employers in the wider community; it cannot be left to chance.

13.3 that, as members of a profession, teachers collectively and individually recognise that they bear the ultimate responsibility for their ongoing professional development;

that systems and employing authorities recognise their complementary responsibility of ensuring that teachers are able to participate in appropriate in-service opportunities, especially when system initiatives are proposed and, later, introduced.

The pace of change in society, in schooling and in governmental priorities for schooling has been marked, as we saw in Chapter 3. Griffin (12) in his writing referred to the "innovation-laden" decade of the seventies in the United States; this has been at least equally the case in Queensland. In some ways, particularly as a result of the press to try to achieve new priorities, this has led to what might be seen as a relative overemphasis on the provision of in-service programs and a relative underemphasis on the concept of the continuing professional development of teachers to meet the variety of goals outlined in the discussion of Recommendation 13.1. The focus has tended to be on specific curriculum elements and on specific target groups.

Views about in-service teacher education will depend to a large extent on views about the nature of the teaching work force. If teachers are seen as minimally qualified there will be adoption of an "in-service training" model in which it is the responsibility of school authorities to ensure that further courses and activities are provided to enable teachers to cope with whatever changes are made in what is required of them. If, however, teachers are seen as professionals who take responsibility for the services they are delivering to their clients, there will emerge a "professional development" model in which teachers as professionals seek access to a wide range of avenues by which to pursue their own professional growth and through which to meet the emerging requirements of their individual roles or career aspirations.

Many recent reports (see Appendix IV, pp.5-7) seem to be based on an instrumental view of teachers and teaching. Such a view of the teaching task leads their writers to see in-service education as further "training" needed to keep teachers up to date with changes in the content or methodologies required by school authorities as they strive to improve educational outcomes. The UK report on Teaching Quality (13) for example says:

> "... the employers ... must bear the primary responsibility for providing in-service training - including school-based training - to meet the changing needs of the school system."

In similar vein, the Quality of Education Review Committee in Australia sees in-service education as serving a number of purposes:

> "Among [these] are: the introduction of new syllabuses or curriculum guides; the induction of new teachers; improvements in areas of skill and knowledge seen to be deficient; increasing knowledge in particular subject areas; developing new teaching approaches to the needs of particular groups of students; and upgrading qualifications." (14)

The recent CTEC/CSC review (15) shares this perspective. It states its belief that the need for professional development is greater now than it was ten years ago. However, the reasons advanced for this belief are limited to: changes in career patterns due to changes in the demand for teachers; changes in curricula; the emergence of new priority areas; rapid social, economic and technological change; the greater diversity of the student population; changes in family structures; increased knowledge about how children learn; and broader responsibilities in curriculum development and pupil assessment.

System needs must be met and employing authorities do have responsibility for providing appropriate assistance for teacher development when system needs change. However, acceptance of this responsibility without an acceptance of the accompanying responsibility of the teachers themselves does little to advance the concept of teaching as a profession. Rather, it is likely to lead to an undue emphasis on issues such as the relative contribution by teachers and by employers of in-service time*. Acceptance of the responsibilities of both parties, within an overall conception of the nature and goals of teacher development, would perhaps lead to a non-confrontationist solution to this problem.

The context for considering questions about in-service teacher education as we move towards the closing decade of the twentieth century must therefore be one which recognises the staff of a school as a team of professionals working together to provide educational services to their clients within the community served by their school. Professionals may be expected to take responsibility for their own continuing professional development, both individually and as members of a school team, under the leadership of the principal and senior staff, as they seek to address emerging needs and challenges in their professional roles.

13.4 that in-service providers at all levels establish mechanisms for collaboration such that -

- **cooperation among providers is fostered,**
- **an appropriate balance of activities is available,**
- **award and non-award programs reinforce each other, and**
- **appropriate non-award activities are designed in such a way that they may be used in gaining credit towards an academic award**.**

Given the diversity of approaches to in-service teacher education which does and should exist, there arises the problem of **coordination and coherence**. Providers of the various forms of in-service education need to see the place of their courses and other activities within the wider framework of the totality available. They need, also, to make explicit to teachers the particular contribution that might be expected of their program and the links between their offerings and those of other providers. If this could be achieved then there might be a higher likelihood than probably exists at present of each teacher pursuing a sequential and progressive path towards increasing competence.

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* e.g. see Australian reports summarised in Appendix IV.

** This issue is addressed in the discussion of Recommendation 13.12.

The need for coordination among providers has been emphasised in the state and national reports on teacher education, by Coulter and Ingvarson and, most recently, by the CTEC/CSC review (see Appendix IV, p.7). Coulter and Ingvarson point to a particular need:

> "... effective coordination of roles and responsibilities for in-service education is dependent upon a clearer delineation and acceptance of responsibilities by the major parties involved." (16)

The Quality of Education in Australia Review and the Commonwealth Schools Commission's Review of the Specific Purpose Programs (17) also comment on the need for better coordination in Commonwealth programs which involve funding for professional development. The CTEC/CSC Review notes these comments and concludes that:

> "the most effective means of improving in-service education ... is to use the resources available at any one time on a planned national basis which takes account of the priorities of all the major participating groups ..." (18)

Similarly, in its discussion of "post-experience" teacher education (which is defined as a category separate from "in-service") the CTEC/CSC Review comments on the fact that there has been no mechanism for formal coordination at the Commonwealth level in relation to teacher education matters. It also refers to doubts about the adequacy of arrangements for coordination between the Commonwealth and the states and territories and among the various parties involved in the teacher education process at the state and territory level, including higher education institutions and education departments. Coulter and Ingvarson had recommended the establishment of a joint committee on teacher education, representative of the two Commonwealth Education Commissions, state and territory employing authorities, and national teacher and parent organisations (19).

Within the state, the need for coordination exists among all providers of in-service education. The demise of the Queensland In-Service Education Committee (QINSEC), following the Federal budget of 1986, means that new channels of cooperation in in-service activities will need to be established between the major employing authorities. As we saw in the summary of views expressed in Project 21 submissions and at the public meetings, there were frequent criticisms of the lack of coordination in the planning and offering of in-service programs.

The foregoing paragraphs relate to one aspect of coordination, that is, coordination among planners and providers of in-service programs. There is a further aspect. For the individual teacher, if professional development is indeed to be a continuous process, the various activities in which he or she is involved need to have some degree of coherence; to provide some degree of sequential growth in knowledge and skills; and to give him or her the ability to control increasingly complex situations and to achieve deeper understandings of educational issues. The teacher's ongoing in-service education could then be said to be coordinated, the successive elements combining harmoniously into a holistic process of continuing professional growth.

Coordination, as it relates to resources, would suggest the need for collaboration, cooperation and consultation between schools and providers, and amongst providers, to make the best use of the expertise and facilities that can be brought to bear. There may not be a single best solution that will apply equally well to all schools or in all areas. Rather than attempting to fit all in-service education into defined categories, programs, or institutions and rationalising, amalgamating and avoiding duplication, there should rather be encouragement of variety, flexibility, individuality and innovation.

13.5 **that teachers, employing authorities and the community at large recognise that contextual and organisational features of schools, as well as the professional development of teachers, will determine the effectiveness of schools.**

There is a strong emphasis in the literature on the particular dependence of the success of innovations on a well-committed and competent staff. Again, there is frequent comment on the failure of systems to ensure, firstly, that the introduction of innovations is preceded and accompanied by appropriate staff development programs and, secondly, that appropriate support is provided to staff during the implementation phase (20).

However, the relationship between school changes and staff development is a reciprocal one. The preceding comment emphasises the dependence of effective innovation and of quality of education on staff development. The reverse dependence, not as widely emphasised, is expressed by Evans (21):

> "Attempts at teacher development in a context that does not also change are likely to be, at best, unrewarding and, at worst, frustrating and disruptive."

Thus, teacher development has also to be viewed in the context of structural and curriculum development. That is, teacher professional development alone cannot ensure improvements in education: it must be accompanied by program or curriculum and structural or organisational reform.

There is a need, too, if they are to face the challenge of continuing new demands by acquiring new skills and competencies, for teachers to feel some sense of achievement and some sense of having an influence on development.

> "During the last two decades, school systems generally, and urban districts in particular, have had the benefit and the burden of a large number of new programs. At times it has seemed that everyone inside or outside the field of education is an expert in education, or thinks himself or herself so, or at least has one great idea. School staff members are weary of the proliferation of programs and leery of any new innovation or training effort. They have tried new materials, new methods of presentation, new grouping procedures, new promotion guidelines, and new assessment devices. They have received training of every kind imaginable. They will keep trying, but they need some victories or at least greater control of their professional lives." (22)

13.6 (a) **that there be recognition that following participation in in-service activities teachers need access to adequate support services to help them incorporate new behaviours into their ongoing teaching activities.**

The provision of such support provides evidence of the commitment of the employing authorities to the accomplishment of the objectives for staff development.

(b) **that the further professional development needs of the support staff be recognised.**

Howey and Vaughan (23) have included this as one of the six principles which they see, on the basis of the available evidence, as the most crucial factors to be considered in staff development, particularly to counteract the individual isolation and programmatic fragmentation that often exist in schools. Griffin (24) also emphasises this need:

> "Even the simplest of human organisations usually find the need for internal mechanisms, resources, and technologies to carry their work forward. Schools are not different. Human and material resources are necessary to advance effective teaching and learning. ... It is the purposeful distribution of resources towards some desired end that is the hallmark of a support system.
>
> The attention given to support systems by persons engaged in staff development is essential. This attention is characterised by an acknowledgement of both availability and accessibility as well as by a receptivity to the notion of redistribution of resources."

The CTEC/CSC Review (25) describes necessary support structures and personnel as including: release from classroom responsibilities and replacement to attend in-service programs; pupil-free days for school-wide in-service, follow-up and extension activities; advisory and consultancy services to provide reinforcement and feedback in the classroom; and strong indications to individual teachers of the commitment of schools and education authorities to the objective of an overall staff development strategy and plan.

The Board notes that one of the strengths of programs such as the Early Literacy In-Service Program lies in the positions of tutor teachers who not only present the series of workshops to teachers but also visit them in their classrooms weekly throughout the program.

Consultants and advisory staff play a key role in assisting teachers to develop further their professional competence. These staff also need to continue systematically their own professional development; moreover, the principles we have enunciated as underlying the effective continuing development of teachers apply with equal force to these advisers.

They, too, need to be students of the society and of the education system and its broad directions; they need, particularly where their specialities are in areas of rapid development (for example, the theories of second language teaching, technology and its uses in education) to continue to advance their specialised knowledge; they need to understand the clientele of contemporary schools and to be knowledgeable about how, within their area of advice, they can help teachers to help all pupils to learn and to develop; they need to have knowledge of the pedagogical learnings of teachers in pre-service and in in-service programs.

13.7 (a) that principals continue to provide leadership in school and staff development, through active involvement in in-service activities, and through creating an environment which encourages staff participation in in-service activities, reinforces new learnings and understandings and supports implementation of change in the school;

(b) that appropriate professional development programs be available to all principals and associate administrators.

In spite of the problems created by staff mobility to which we alluded earlier*, it must be regarded as a particularly important responsibility of each principal at the beginning of each school year to review the professional development needs of his or her staff, collectively in terms of the needs of the school as well as individually, and to help them to formulate appropriate plans for their professional development for the year.

The environment created by the principal, in larger schools with the support of the administration team, determines in large measure the morale of the staff and the priorities they attach both to school improvement and their own continued professional development. This leadership role may be facilitated by the appointment to staff of professional tutors (26) or supportive counsellors (27) or master teachers, but such appointments can serve their purpose well only if they have the informed and enthusiastic support of the principal.

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* p.122.

It has been suggested by some commentators that, for this role to be enacted, principals must have allocated to their schools discretionary funds for in-service education (28).

If principals are to exercise this leadership role, it is clear that they themselves need to engage in appropriate professional development. It is reasonably common for systems to offer development programs to principals, either before or after their appointment. In a study of Australian principals, Chapman (29)* found that specific study in administration had been undertaken by 25 per cent prior to appointment and by 31 per cent following their appointments. Such study could be regarded as essential for principals. More, however, is also required. The Chapman study showed that 80 per per cent of principals indicated that they had continued their formal study. Just over half of these 80 per cent had completed, as their highest post-initial tertiary qualification, bachelors degrees or graduate or advanced diplomas; over a third had completed diplomas or other awards and only one in ten had an honours bachelors degree, a masters degree or a doctorate. These figures suggest that there needs to be some reassessment by the principals of the requirements of the leadership role and perhaps greater encouragement by the employing authorities to principals to engage in advanced study.

13.8 **that participants in staff development programs be involved, where appropriate, in the determination of goals and objectives, programs and procedures, and evaluation of outcomes.**

We believe that forces likely to constrain perceptions of the relevance of in-service education activities need to be recognised. Participation by teachers in the planning and evaluation of programs will greatly enhance their commitment to and their perception of the relevance of these programs.

Two comments from the literature serve to highlight the critical importance of this principle. Rankin, from the Office of Research Planning and Evaluation in the Detroit Public System, in his contribution to the 1983 NSSE Yearbook, *Staff Development*, wrote:

> "School people are tired of new programs; they have seen too many failures and false starts. They sometimes resist participation in training because they have been let down before. Most of them are hardworking, dedicated, unthanked and increasingly maligned professionals. My hunch is that, if the goal is better teaching and learning, school improvement efforts that feature participant-designed or participant-requested staff development programs are more promising than continued dependence on top-down, system-wide, objective-based in-service education." (30)

Coulter and Ingvarson (31), in proposing their recommendations about the future operations of the Commonwealth Professional Development Program, included as one of the principles which guided their recommendations:

> "the view that there is room for greater teacher participation at all levels in policy-making and decisions about their own professional development, if the degree of commitment from teachers and teachers' organisations necessary for its effectiveness is to be generated. In-service education is not something that is done to teachers. It is a vehicle for enhancing the autonomy and professional self-esteem of teachers, as well as a means of improving the level of teaching skill and competence."

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* Her study was conducted with a sample of 20 per cent of all schools in Australia; the response rate was 62 per cent.

13.9 **that in-service education providers, teacher organisations, teachers, school authorities and the community seek to maximise teacher participation in in-service activities.**

As we saw in the preceding discussion, involvement in planning is seen as a major stimulus to participation. It is clear also from our earlier discussions in this chapter and in Chapter 2 that the level of participation will be a function of the professionalism of the teaching force and of the degree to which and the manner in which that professionalism is recognised by the employing authorities and by the community. One aspect of such recognition might well be the adoption, as one criterion for promotion, of participation in and profit from formal and informal in-service activities.

It is not possible to secure comprehensive data on levels of teacher participation in non-award activities.

The reduction of Commonwealth funding and its effects are the subject of comment in the Report of the Commonwealth Schools Commission's Working Party on Special Education on Commonwealth Policy and Directions in Special Education (1985) (32).

The CTEC/CSC Review (33) reached similar conclusions:

> "Despite increased expenditure by some states and territories in recent years, in aggregate there has been a decline in the overall provision of in-service education in Australia ...
>
> The reduction in Commonwealth funds and the decision by the Government in 1984 that funds for professional development were to be used to support objectives in education determined at the Commonwealth level posed problems for most education authorities."

The state Department of Education Annual Report for 1986 indicated that by the end of that year over 2,000 preschool and junior primary classroom teachers would have undertaken the ELIC program and it projected that by the end of 1987 up to 6,000 teachers and administrators concerned with children's early literacy would have participated. Programs such as ELIC may well offer the basis on which there could be acceptance by higher education institutions of the principle of credit towards an award of some non-award courses.

There are some data on participation in formal in-service award courses in Queensland. The Board's annual reports provide information on enrolments in various in-service education award courses in Queensland. While these enrolments may include students other than teachers, the vast majority could be expected to be teachers. However, no data are available on enrolments of teachers in non-education award courses, nor on Queensland teacher enrolments in award courses offered in the other states and territories.

The 1978 Bassett Report indicated that, in that year, of a total teaching force of 24,299, enrolments in in-service education award courses totalled 4,646; this represented 19 per cent. The percentages of those registered teachers in the work force who were enrolled in such courses fell from 1980 to 1985, with a slight increase in 1986, as indicated in Table 10.

During the 1980-1985 period, new enrolments in such courses also fell, from 2,472 (or 9 per cent of the teaching force) in 1980 to 1,382 (or 4 per cent) in 1985. There was, however, a slight increase in 1986 to 1,614 teachers (5 per cent).

Table 11 presents data on the patterns of new enrolments for the period 1980 to 1986.

When courses were introduced in the 1970s to permit teachers to upgrade their qualifications to a Diploma of Teaching, response was quite high, a response which was

Table 10: Enrolments in Queensland in-service education award courses as percentages of practising teachers, 1980-1986

	NUMBERS ENROLLED	TOTAL TEACHING	PERCENTAGE
1980	5,756	27,244	21
1981	5,628	27,947	20
1982	5,151	29,110	18
1983	4,500	30,839	15
1984	4,270	32,007	13
1985	4,314	33,418	13
1986	4,692	34,601	14

maintained in 1980, 1981 and 1982. With the withdrawal of the upgrading course, one- and two-year "trained" teachers were able to enrol in an extended Bachelor of Education course.

Enrolments in the Bachelor of Education degree courses at the colleges of advanced education are governed by the number of places available, a matter of grave concern to the Board. As we indicate in Chapter 8 (p.144) there were Bachelor of Education places at Brisbane College of Advanced Education in 1987 for only just over a quarter of the applicants; the position is even worse than that suggested by these figures, as many teachers, knowing the difficulty of securing a place, do not make application. Scrutiny of Appendix IV (p.7) will show that the resource issue (for the full range of in-service activities) has been addressed by all the major recent Australian reports on teacher education. In the Board's recent evaluation of the Bachelor of Education program (34), it was ascertained that there was a great range of teaching experience among teachers who enrolled in the Bachelor of Education for the first time in 1985: 63 per cent had taught for six or more years, and only 12 per cent had fewer than three years' teaching experience.

Enrolments in the graduate diploma courses* indicate a relatively stable pattern since 1983, with almost 500 initial enrolments in 1986. The areas of greatest popularity are special education, religious education, educational administration and teacher librarianship. The graduate diploma in computer education was introduced in 1984 and can be expected to be highly attractive to teachers.

Finally, the small but significant enrolments in masters and doctoral degrees should be noted; over the seven-year period, over 700 persons have commenced studies in masters programs, the most popular being the Master of Educational Studies at the University of Queensland.

The Board's evaluation of the Bachelor of Education included an attempt to discover why some teachers did not seek to enrol in these courses. The major reasons reported were situational factors such as lack of time to undertake further studies and commitments to family, colleagues and pupils. A major problem facing teachers who engage in part-time studies is the pressure created by trying to balance teaching and study (35).

Significant numbers of teachers pursue their further studies by studying in the external mode, some by choice, others of necessity. It is to be hoped that the full utilisation by higher education institutions of the new information technologies will

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* There is further discussion of graduate diplomas in the presentation of Recommendation 13.12.

Table 11: New enrolments in in-service teacher education courses 1980-1986 as at 30 April each year

COURSE/INSTITUTION		COMMENCING STUDENTS							TOTAL COMMENCING STUDENTS
		1980	1981	1982	1983	1984	1985	1986	1980-86
A. Diploma of Teaching									
BCAE	(ECE)*	23	13	23					59
BCAE	(Prim./Sec.)	236	227	165	1				629
BCAE	(TAFE)	113	30	15	10	4	5	2	179
CIAE	(Primary)	9	21						30
DDIAE	(Primary)	91	42	32	40	55			260
McAuley	(Primary)	148	44	82	30	17			321
TCAE	(Primary)	79	39		1				119
Total: Diploma of Teaching		**699**	**416**	**317**	**82**	**76**	**5**	**2**	**1,597**
B. Bachelor Degree Courses									
BCAE	- B.Ed.(Prim.))	605	68	63	69	55		552	3,593
	- B.Ed.(Prim./ Sec./TAFE))		576	405	419	411	370		
CIAE	- B.Ed.(Prim.)	55	52	24	39	25	24	56	275
DDIAE	- B.Ed.(Prim.)	179	130	87	63	73	94	133	759
McAuley	- B.Ed.(Primary)						36	29	65
JCUNQ	- B.Ed.(Primary)	156	118	114	136	103	121	106	854
	- B.Ed.**	4	2	4	3		1		14
UQ	- B.Ed.St./ B.Ed.St.(Hons)	343	242	211	206	196	177	97	1,472
Total: Bachelor Degree Courses		**1,342**	**1,188**	**908**	**935**	**863**	**823**	**973**	**7,032**
C. Graduate Diploma Courses									
BCAE	- Music Ed.	14	20	14	13	16	10	12	99
	- Ed.Admin.(Schools)		32	26	24	16	16		114
	- Multicultural Ed.					14			14
	- Reading	19	23	14	7	24	17	36	140
	- Religious Ed.	37	24	17	9	14	18		119
	- Teacher Librarian	46	33	34	40	38	35	37	263
	- Resource Tchng	11				15	13	12	51
	- Special Ed.	68	69	85	69	58	55	55	459
	- Ed.Admin.(TAFE)	57		16		9	11	1	94
	- Second Lang. Tchng				23	13	15	22	73
	- Computer Ed.					42	82	85	209
	- Communic. Tchng						10	10	20
DDIAE	- Except. Children	5	23	28	23	29		37	145
	- Education (Tert.)	8	4	26	22	34	37	29	160
	- Ed.Admin.	13	17	17	18	22	27	28	142
JCUNQ	- Aborig. Is. Ed.**	9	18	9	12	17	5	6	76
McAuley	- Religious Ed.		36	27	130	93	58	78	422
UQ	- School Counselling	35	25	27	27	16	22	30	182
JCUNQ	- Special Ed.	10	15		11	11	11	13	71
Total: Graduate Diplomas		**332**	**339**	**340**	**428**	**481**	**442**	**491**	**2,853**

Table 11 (contd)

COURSE/INSTITUTION		COMMENCING STUDENTS							TOTAL COMMENCING STUDENTS
		1980	1981	1982	1983	1984	1985	1986	1980-86
D. Masters Degree Courses									
BCAE	- M.Ed.(Maths Ed.)	2	10	3	4	1	8	7	35
JCUNQ	- Masters Qual.	2				2		1	5
	- M.Ed.	18	5	22	9	15	15	56	140
	- M.Ed.(Hons)	2	2	2		3		3	12
	- M.Ed.(Spec.Ed.)	11	2	5	2	2	5	5	32
	- M.Ed.(Hons)(Spec. Ed.)			2	1			1	4
UQ	- M.Ed.	2	12	8		1	2	2	27
	- M.Ed.Admin.	6	29	17	14	14	19	17	116
	- M.Ed.St.	47	88	43	53	46	52	39	368
Total: Masters Degrees		**90**	**148**	**102**	**83**	**84**	**101**	**131**	**739**
E. Doctoral Degrees									
JCUNQ	- Ph.D. in Ed.	1	1	7	2	1		6	18
UQ	- Ph.D. in Ed.	8	11	21	3	7	11	11	72
Total: Doctoral Degrees		**9**	**12**	**28**	**5**	**8**	**11**	**17**	**90**
TOTAL IN-SERVICE		**2,472**	**2,103**	**1,695**	**1,533**	**1,512**	**1,382**	**1,614**	**12,311**

* Includes Brisbane Kindergarten Teachers College 1980

** Includes Townsville College of Advanced Education 1980, 1981

facilitate such study and enhance its effectiveness, leading to a reduction in withdrawal rates. Already significant work is being done in this area by higher education institutions, by TAFE and by the Education Department. The latter, for example, transmits ELIC through Q-Net and also "The Club" which offers professional development programs to teachers in remote areas, especially those in the early years of their service. TAFE, in 1987, is offering four hours of transmission time per week; teachers as well as general community members can take advantage of these courses. Queensland universities and colleges of advanced education are planning a coordinated approach to the use of Q-Net in 1987, with Brisbane College of Advanced Education being at the forefront of innovative progoram design and development; 90 per cent of the programs emanating from BCAE are live and interactive.

The Board has noted the recommendations of the Effectiveness and Efficiency in Higher Education Review (36) that the smaller provincial institutions should become principal providers of external studies courses. The Board's view is that each institution has its own expertise and unique character and many students identify with particular institutions when making the decision to undertake external studies. Within sensible limits, freedom of choice for intending external students is an important principle which should not be lightly swept aside. Furthermore, the Board's commitment to a minimum four-year program of **initial** teacher education, with experience intervening between the pre-service phase and the final year's study, argues the need for each teacher education institution to plan a coherent program of studies across the four years*. Since many of the teachers will need to complete their course externally it is vital that each institution be able to offer the final year of studies in this mode.

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* See Chapter 6, Recommendation 7.3.

13.10 that teachers have access to a wide range of in-service and continuing education activities, these to include activities based at school, district, regional and state levels as well as formal award courses.

One of the major determinants of participation is access. We have raised above the question of access to formal award courses. The facilitation of access needs also to be addressed in non-formal award courses and in the entire range of informal activities. The implementation of Recommendations 13.3 to 13.8 above would enhance both access and participation.

The Board wishes to draw attention to one particular aspect of access. Staff development must be viewed as an incremental process requiring continuing follow-up and feedback; one-time activities may not be effective in changing teacher behaviours. The secure achievement of new insights and knowledge and the development of enhanced competencies at the in-service stage require the same spiral approach to the curriculum as initial teacher preparation.

The Board, noting the unique opportunity afforded by the availability of the satellite, urges all in-service providers to continue to exploit fully the potentials of communication technology and to remain alert to the new possibilities that are likely to emerge.

13.11 that in-service providers ensure that due recognition is paid to the individuality of teachers, to their perceived needs, to their preferred learning styles.

This principle seeks the application to in-service courses for teachers of a major pedagogical maxim which has relevance to all areas and levels of education. The principle, as it applies to teachers, has perhaps been most clearly explicated by Griffin (37):

> "Educators are not all alike. They do not perceive their responsibilities in carbon-copy-like fashion. The people are not stamped from the same template. They do not move through life experiencing the same sets of sensations, thoughts and stimuli. And, important to this discussion, they do not enter the teaching profession with the same or necessarily similar expectations for acting out their roles even when the labels given to those roles are identical.
>
> ...
>
> Human interactions regarding staff development occur across and within constituencies, institutions, and roles. These interactions, naturally, have different purposes, different central activities, and different outcomes. The character of the interactions ... is influenced by who is interacting with whom ... and the contexts within which the interactions take place. The nature of the interactions, for our purposes, is defined by an intentional activity designed to promote professional growth of school people.
>
> The participants in the interactions, it must be remembered, will often have different perceptions regarding that purposefulness. Some people will initiate an interaction, some will be unwilling participants, and some will be enthusiastic seekers of staff development opportunities. This suggests that it is not only the nature of the interaction (for example, participation in a workshop) that is the predictor of outcomes but the nature of the participants (and their attendant values, beliefs, and predilections) in the interaction as well."

13.12 **that there be reconsideration by funding agencies, by councils, faculty boards and boards of studies of teacher education institutions, by teacher educators and by employing authorities of the contributions teacher educators might make to the continuing professional development of teachers.**

Teacher educators already make major contributions, through their degree and post-graduate degree courses, through staff involvement with schools and teachers, and staff membership of professional associations and, to a lesser extent, through their continuing education programs. We have already noted the critical role played by teacher educators through their provision of formal courses which make available to teachers the generative knowledge which provides the underpinning to their practices.

If the relationships between teacher education institutions and employing authorities were to develop along the lines proposed in Chapter 6 and if the staff policies in the former took due accord of the significant involvement in the pre-service program by school staff, the way would be open for teacher educators to increase further their contribution to teacher development, through their collaborative roles with schools.

Recent reports (see Appendix IV, p.6) have called for a greater involvement by teacher educators in non-award in-service activities and for teacher education institutions to credit, towards their awards, some of the non-award in-service activities undertaken by teachers. The CTEC/CSC Review (38) has addressed this issue at length:

> "The Review has noted that much of the work of implementing major in-service initiatives such as ELIC is being undertaken by education systems and authorities, with only limited involvement from tertiary institutions concerned with teacher education*. This is a significant example of the limited cooperation and coordination between education authorities and teacher training institutions in the provision of in-service education. ...
>
> The Review believes there are pressing reasons relating to both effective allocation of scarce resources and maximising the use of educational expertise, for there to be more active participation by tertiary institutions in in-service developments. This should include planning and research into appropriate teaching approaches and their practical application, the provision of in-service courses, and establishing a basis which would permit credit towards a formal award to be granted for successful completion of such courses. The Review advocates that sustained efforts to develop more productive coordination between the school and tertiary sectors be made in the planning, development and implementation of future programs of this kind.
>
> **... the Review proposes that the two Commissions explore with employing authorities and higher education institutions how new forms of in-service education, including those directly related to Commonwealth areas might be developed on a contractual basis with higher education institutions as providers."****

The success of employer-sponsored in-service programs such as Excellence in Teaching and the Early Literacy In-Service Course (ELIC) (39) has led to calls from teachers and others for the higher education institutions to give credit for such activities towards degree or graduate diploma awards. The National Inquiry had suggested that:

> "tertiary institutions should approve and offer credit for the completion of short or medium term professional courses which include an acceptable assessment, and enable teachers to gain cumulative credit - including cross credit - towards an appropriate academic qualification." (40)

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* The Board notes that in Queensland there are examples of such involvement, e.g. in the Educational Leadership Program.

** Authors' emphasis.

Clearly, in order to satisfy both the institutions' academic standards and the teachers' needs, there would have to be pre-planning for such arrangements, rather than retrospective granting of credit. It might be possible, for example, to create a program made up of an intensive vacation school or series of workshop sessons which would be of interest to a number of teachers, some of whom were also interested in working towards an academic award. If there were prior consultation between the group planning to organise the workshop and the tertiary institution(s) in the region, it might be possible to add some further reading, if necessary, and an assessment assignment to the workshop for those seeking academic credit.

Similarly, if there could be negotiated some greater flexibility in the rules relating to the funding of higher education institutions and the calculation of student load, it might be possible for many teachers to take part in some aspects of their courses without formally enrolling for an award.

There have been calls also for some modification by teacher education institutions to their procedures which have a particular impact on those studying in the part-time mode, the form of enrolment almost universal among teachers. The National Inquiry, for example, had suggested that the standard term or semester times in these institutions should be modified to avoid placing study demands on teachers which conflict with the demands of their teaching responsibilities, in particular through the wider use of school vacations for programs of varying length. Teachers and others, as indicated in our summary of Project 21 public discussions and submissions, also asked for procedures which would be more responsive to their situation as part-time evening and external students; this, too, was the request of teachers interviewed in the Board's Bachelor of Education evaluation study (41).

In the light of the above discussion and the Board's proposals for initial teacher education (Chapter 6), the teacher education institutions might give further consideration to the final (in-service) year of their education degree programs and to their in-service graduate diploma programs.

Given the particular role of the final (in-service) year of the Bachelor of Education or Bachelor of Educational Studies program in providing a more substantial and sophisticated theoretical basis for the practice of teaching than is possible in a pre-service course, the question arises as to the degree of specialisation which may be contemplated. The programs offered by the various teacher education institutions encompass a range of course structures, varying in the proportions of core and elective studies.

The 1978 Bassett Committee (42) argued for a focus on curriculum studies appropriate to the teacher's work, evaluation studies, options in educational psychology, further studies in the history, sociology and philosophy of education and comparative studies, presented in a form relevant to the needs of teachers. That Committee cautioned against confusion between the purpose of the final year of degree studies and that of the in-service graduate diploma which is devoted to a specific area of education and which, it felt, should follow the completion of the degree course.

In more recent years, the final year of degree studies has come to be seen as also providing opportunity for teachers to extend their studies at an advanced level in general studies areas and in areas of individual professional interest, providing a variety of possible courses appropriate to teachers with different pre-service preparations, teaching experiences, interests and professional aspirations.

In times of financial stringency, institutions have been encouraged to consider providing specialised strands within final-year bachelor degree programs rather than developing additional graduate diplomas. It has also become accepted that some units developed as introductory components of graduate diplomas might appropriately be taken by interested students as professional electives in their final-year degree programs.

There are now three different points at which a teacher may begin to develop a specialisation in a particular curriculum area or area of professional practice such as special education, multicultural education or early childhood education. Some students undertake specialist studies at the pre-service stage; others choose to take a specialist strand within the final year of the Bachelor of Education or Bachelor of Educational Studies degree program; still others commence a specialisation by undertaking a graduate diploma.

Given the prime importance of articulation between the pre-service and in-service stages of the total bachelor degree program, and given also the opportunities for initial specialisation that can be provided within the degree the Board recommends

13.12.1 **that teacher education institutions now implement the 1978 Bassett Committee's recommendation that in-service graduate diploma courses normally be offered only to teachers who have already completed a degree.**

The Board feels, in addition, that further review and reappraisal by teacher education institutions of their offerings in postgraduate studies in education, at both postgraduate diploma and masters levels, would be timely. At present masters programs are offered by the University of Queensland and James Cook University of North Queensland and, in the fields of reading and mathematics education, by the Brisbane College of Advanced Education. The four Queensland colleges of advanced education have initiated discussions with a view to introducing, through collaborative action, a masters degree in education. These moves, together with the developments reviewed above in the content of graduate diplomas, argue the need for such a review.

13.13 (a) **that there be careful documentation of the planning, implementation and outcomes of all staff in-service activities;**

(b) **that there be systematic monitoring and evaluation of staff development activities by teachers, by principals and by providers.**

At this stage, there is inadequate information about the effectiveness of continuing professional development activities. Documentation such as that suggested in the above Recommendation would aid the assessment of effectiveness and would provide guidelines for future activities and priorities.

The CTEC/CSC Review identified the need for the promotion of more effective practices in in-service education. In its May 1986 Report (43), the Commonwealth Schools Commission indicated its intention of mounting in 1987 a detailed study of policies and provisions in in-service education. The Commission stated as the objectives of this policy development project:

". to describe and analyse existing practices in in-service education in Australia and other countries;

. to relate the findings of this analysis to the needs of and demands on classroom teachers, including those working with special groups of students;

. to suggest ways in which in-service education can be better provided for and delivered;

. to indicate how current funding and organisational arrangements would link into these proposals, and their relationship to developments such as the application of new technologies, with particular reference to their relevance for in-service provisions in remote areas;

. in particular to consider and provide advice on future program arrangements for Commonwealth support for in-service education including the relationship between the Commonwealth's general recurrent and professional development programs."

The Board would urge that its conceptualisation of in-service teacher education and the principles which it has recommended be drawn to the attention of the Commonwealth education commissions.

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CHAPTER 8

QUALITY TEACHERS: TEACHER EDUCATORS AND TEACHER EDUCATION INSTITUTIONS

Government and community aspirations for increased national economic productivity, for a more just and equitable society and for increased participation in education depend for their realisation to a very large extent on the nature and quality of schooling offered to the young. These, in turn, are highly dependent on the professional competencies and personal values of teachers which, in their turn, reflect what they have been able to gain from teacher education programs (both pre-service and in-service).

It is this perspective that informs the Board's judgments about needs in teacher education institutions.

Teacher educators comprise several diverse groups, each group making its particular contribution to teachers: higher education institution staff who teach undergraduate courses in arts, science and commerce to intending teachers and continuing education and postgraduate courses to teachers; higher education institution staff in faculties and schools of education; cooperating teachers in schools; staffs of education centres; professional associations, consultants and advisers. We have referred in the preceding chapter to the school staff who play a significant role (and one the Board would like to see enhanced). Following NITE's approach, in this chapter, we direct our attention to those staff of higher education institutions whose students are all teacher education students or teachers.

It should be noted that, since the deliberations of the 1978 Bassett Committee, amalgamations of four colleges of advanced education in the metropolitan area and of the former Townsville College of Advanced Education and James Cook University of North Queensland have taken place.

Recruitment and qualifications of teacher educators

There is a widespread view in the literature (e.g. see Appendix IV, p.8) that teacher educators need to have had recent experience in schools and that they need to maintain close contact with schools. The Board shares NITE's view that it is reasonable to expect a proportion (in our judgment, a high proportion) of teacher education staff to have had such recent experience*. However, we would attach perhaps greater importance to the maintenance of ongoing close contact with schools, as, indeed, we indicated in Chapter 6. This need assumes high significance in times of societal and educational change. If teacher education courses are to be relevant to the present and oriented towards the future, teacher educators need intimate knowledge of the present clientele of schools, of current and emerging emphases within the diverse goals of schooling and within curricula, of changing patterns of staff utilisation and school organisation and of school interactions with the community. Even for teacher educators who have been only recently teachers in schools, changes are occurring and further change is imminent. Furthermore, it is likely that relatively few teacher educators will have recent experience in rural and remote schools, schools mainstreaming children with disabilities or senior colleges. The NITE Committee's view was that staff in the areas of curriculum studies and those responsible for "teaching practice" should have successful teaching experience and up-to-date knowledge of the work of schools and of teachers. We would extend this view, at least with respect to up-to-date knowledge, to include all whose courses seek to help prospective and practising teachers to understand the contexts of learning. Ways of achieving this might include periods of secondment to schools and to curriculum development units, increased use of professional development leave for work in schools and active engagement with schools and groups of teachers in school development projects.

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* In Chapter 9, the Board presents a recommendation that there be compulsory registration for those teacher educators involved in the teaching experience component of the pre-service program.

A study of the formal academic qualifications of teacher educators in a sample of universities and colleges of advanced education was commissioned by NITE. This showed that in 1979 over half had a postgraduate academic qualification: 18 per cent had doctorates and 38 per cent had masters degrees (1). Our survey of college and university 1986 handbooks shows that, in Queensland, 68 per cent of the staff of schools of teacher education possessed a doctorate or a masters degree, 24 per cent having doctorates and the other 44 per cent having masters degrees. The proportions with higher degrees varied considerably from institution to institution, ranging from 57 to 70 per cent in the colleges of advanced education and from 79 to 89 per cent at the two universities. We were not able to secure information on current enrolments of teacher educators in higher degree studies. We would expect the percentages with higher degrees to continue to increase, particularly as considerable numbers of older staff in the college sector reach retirement age and college recruitment policies require new appointees to have completed higher qualifications.

Since in two of the colleges of advanced education, the full range of liberal studies* and subject disciplines as well as professional education courses is taught by staff of the schools of education, it is of interest to note that 36 per cent of these staff have completed higher degrees in fields other than education (doctorates: 8 per cent, masters degrees: 28 per cent).

The Board notes the recommendation of the Commonwealth Tertiary Education Commission's Committee of Enquiry Report on the Review of Efficiency and Effectiveness in Higher Education (2) that common salary scales for lecturers and senior lecturers be established in universities and colleges of advanced education, with incremental scales in the latter to be equivalent to those used in universities (Recommendation 19.3a). Such a change would recognise the comparability of the staff in the two sectors, in teacher education at least, and have a favourable effect on morale. The Board notes also the Review Committee's discussion of limited-term appointments and their view that decisions on the proportion of such appointments are the responsibility of individual institutions. Given our projections of required student enrolments and given the need for teacher education staff to commit themselves to a wide range of research and development activities, the Board would hope that teacher education institutions would be able to operate at the lower level of the Committee's recommended 10 to 20 per cent of limited term appointments (Recommendation 19.3d). At the same time, the Board recognises that an allocation of limited-term appointments enables teacher education institutions to enrich their programs through appointments or secondment of competent and innovative experienced teachers; it is possible for such teachers to combine such appointments with higher degree studies.

Professional development

Teacher educators, like their counterparts in the schools, need to engage in continuing professional development.

In Chapter 6, we identified a number of areas where intra- and inter-institutional task forces might well be formed to address current issues in teacher education:

. adaptation of programs to needs and characteristics of entering student teachers;

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* At a campus of one of these colleges, lecturers in the arts from specialist departments contribute to the teacher education program.

- understanding of the potentials of the new technology, mastery of it and incorporation of it into their own pedagogy;
- exploration of the possibility of development of high quality educational software;
- maintenance by staff of an up-to-date mastery of the subject disciplines;
- securing of a detailed understanding of the expanding knowledge base in education and reflection of this understanding in curricula;
- determination of the specific needs of prospective teachers for an understanding of the subject disciplines and development of appropriate curricula;
- exploration of the utility of case theory in teacher education and the possible development of an Australian case literature;
- analysis of the characteristics and needs of individuals and groups not traditionally addressed comprehensively in teacher education courses and analysis of the pedagogical requirements of new curriculum domains.

Were such task forces to address these issues, staff development programs would be needed to ensure staff knowledge and competencies in these areas. In addition, all staff need to be knowledgeable about emerging trends in society and schools; such knowledge is a centrepiece of their teaching. There is a particular need for teacher educators to establish and maintain contact with business, industry and the wider community. It may be noted that one of the recommendations of the committee reviewing the Education 2000 submissions was that consideration be given to ways in which this could be achieved (3).

Furthermore, we emphasised in Chapter 6 the need for the integration of all elements within the teacher education program. This requires staff to have knowledge of and sensitivity to the relationship of their own speciality to all other speciality areas (4); otherwise the task of integration of learnings falls solely on the student teachers. It is likely that some staff, especially new staff, will need to address this in programs of staff development. Again, it cannot be assumed that new staff, particularly, will be skilled in tertiary teaching. When the focus of the program is teacher education, with the goals to be achieved (as we discussed in Chapter 6) through a wide diversity of approaches in a variety of settings, specific teaching styles and strategies are required and staff may need assistance to develop these.

The teaching skills of teacher educators assume a particular importance in the light of their modelling influence on future teachers. As Howsam et al. state with admirable brevity: "Teacher education should exemplify what it explicates." (5)

The Board notes the NITE Committee's recommendation that continuing attention be given to developing the teaching abilities of teacher educators and that units or centres concerned with the improvement of teaching be established in all teacher education institutions; the Board suggests that the institutions might give further consideration to this. It endorses the CTEC Efficiency and Effectiveness Review recommendation that all higher education institutions should give a clear priority to the determination of staff development policies (Recommendation 19.3j). Reference to Appendix IV (p.8) shows that support for staff development is emphasised in a number of the recent reports.

The Board recommends

14. **that each higher education institution consider the further development of policies and practices which will meet the diverse range of professional needs of their teacher education staff and, where necessary, assist them to develop new areas of expertise.**

Research

The Board views with concern the recommendation of the CTEC Review Committee on Effectiveness and Efficiency in Higher Education that CTEC not include provision for research funding in the general recurrent grants for colleges of advanced education and that resources for research continue to be concentrated in universities (Recommendation 20). Allied with this recommendation is a further one which gives explicit recognition to research in colleges of advanced education, but only in areas relating to the "emerging national needs, especially in the natural and social sciences and other areas important to the process of national development" (6). In relation to support for applied research, there is again a concentration on special assistance to technological institutions so that they might match, in approved projects, industry contributions. The Review does recommend that colleges of advanced education continue to allow their staff to participate in research activities where this is consistent with the institution's role and academic responsibilities. The Board would point out that, for this to occur, not only must research funding be available but also staffing formulae which recognise the research role must be adopted.

The general tenor of these recommendations seems to the Board to undervalue research in the teacher education sector of colleges of advanced education. In Queensland, the advanced education sector contributed 81 per cent of the 1986 graduating teachers; in 1986 this sector accounted for 82 per cent of all new enrolments in in-service award courses in education; 79 per cent of all staff in schools or departments of education are located in colleges of advanced education.

The central role of research in teacher education conducted by teacher educators should not need defence, but to emphasise the need for such research to be supported in **both** sectors of higher education, the Board offers a brief summary:

- Teacher educators need to contribute as scholars to advances in their own specific disciplines and in the discipline of education and teaching. It is vital that they contribute to the knowledge and skills base of the teaching profession and to the research validation of teaching processes*.
- Teacher educators are uniquely placed to undertake, in collaboration with practising teachers, research and development work which will lead to the devising and monitoring of innovations in schooling and to determining the conditions required for the effective implementation of innovations.
- Research and development work, as indicated in our proposals above for the formation of various task forces, is urgently required.
- Research on selection of entrants to the profession is in but its infancy and as Schalock (7) indicates, teacher preparation programs are the most effective contexts for this research, providing, as they do, "naturally occurring contexts".
- Student teachers need, in the light of the competencies and orientations they will require later as teachers, to experience a research and enquiry environment as they prepare for teaching (8). As the NITE Committee concluded:

> "Because of our stress on the educational needs of the teacher as a professional person, we feel that teacher education should be undertaken in institutions where scholarship and scientific inquiry are held in high regard ..." (9)

The Holmes Group, in setting specific goals to achieve its agenda of reform, presents a view of the teacher education institution which encourages and supports students

> "for their propensity to question, to analyse and to share emerging insights with others. The institution thus provides its teacher education faculty with the time, support and high expectations required for excellence in

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* The Third Handbook of Research on Teaching, edited by Wittrock (10), provides documentation of the diversity of research issues in teaching which need urgent elucidation.

> scholarly enquiry and productivity. Systematic study of phenomena relating to formal education is commonplace." (11)

The recognition of the need for research in higher education institutions is fundamental to their operation. The Board recommends

> 15. **that the urgent need for research support in teacher education in both colleges of advanced education and universities be drawn to the attention of funding authorities.**

Resources for teacher education

In Chapter 2 the Board expressed its concern about the public image of teaching, noting that this represents a critical determinant of resource allocation to teaching and to teacher education (p.10).

Some of the comments of the 1985 report of the U.S. National Commission for Excellence in Teacher Education apply to the Australian scene:

> "Teacher education has been treated as a low-cost program in colleges and universities ... frequently it has not received the essential funds for providing even minimal equipment and clinical supervision. In addition, teacher education has received only limited amounts of support for research and for the development and dissemination of research information and products ... State and federal governments, as well as colleges [and] universities ... must accept the responsibility for the proper funding of teacher education if the essential advances are to be made.
>
> Programs to prepare teachers are typically funded on the same basis as liberal arts courses. At least three factors cause teacher education programs to require special funding beyond that for traditional lecture courses: (i) At each step of laboratory and field experience, a teacher candidate must have individual supervision and guidance. (ii) Specialised equipment is needed, such as video machines for analysis and critique of a candidate's performance in campus clinical settings and in schools, microcomputers for instructing students how to use technology in both simple and complex learning tasks, and laboratories for producing and using slides, transparencies, and other teaching aids.* (iii) The faculty required in quality teacher education programs, faculty who have skills and experience in teaching, research, and supervision, are in high demand in other positions. Incentives are needed to attract and keep such faculty in teacher education. For these reasons, supporting teacher education on the same basis as liberal arts lecture courses is simply inadequate." (12)

In Australia, student:staff ratios in higher education have increased from 1975 to 1985. Ramsay, in presenting the following figures (Table 12), drew attention to the significant transfer of resources away from teacher education in both university and college of advanced education sectors, in response to the Commonwealth Government's call to increase support for business, science and technology (areas assumed to be related to the nation's productivity) and to reduce the effort in teacher education because of reduced demand.

That reduced demand has not been characteristic of Queensland, where the number of teachers employed in schools rose from 24,933 in 1979 to 31,731 in 1985. Moreover, as we discussed in Chapter 7, there is a large and increasing cohort of teachers who are unable to complete their Bachelor of Education degrees, a program of study seen by the Board as an essential element of their initial preparation. The response of the colleges to requests to increase the number of places for pre-service students to meet the needs of the state for new teachers has resulted in a further decrease in the

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* The introduction of interactive videodiscs and the development of the related software are further examples of the move into the technological age to which the Board would call attention.

Table 12: Student:staff ratios in colleges of advanced education

	1975	1985
Major institutions (non-teacher education)	11.4	13.0
Major institutions (teacher education)	12.1	14.1
Regional institutions	11.1	14.7
Agricultural colleges	8.2	13.2
Health science colleges	8.9	10.7
Average Australia	11.5	13.5

Source: Ramsey (13)

number of places available for Bachelor of Education enrolments. For example, in January 1987 the Brisbane College of Advanced Education was able to offer places to only 305 of the 1,104 teachers who had applied for enrolment in the Bachelor of Education degree course; other colleges experienced similar difficulties.

It is impossible to obtain precise information on the exact expenditure per student in various courses. However, on the evidence available it can be concluded that teacher education programs are less favourably funded than some other professional programs.

It should be noted that, under present arrangements, the payment of supervisory teachers constitutes a significant budget element; the teacher education institutions are required to meet increases in the payments approved by the Academic Salaries Tribunal without, however, receiving any increase in their allocation of funds.

The Board recommends

16. **that there be a reappraisal of the basis for the allocation of recurrent grants to teacher education and a revision of student:staff ratios.**

If quality teacher education is to be secured, there is need for explicit recognition, in the funding formula and in the staffing ratios, of the time required for the effective fostering of the teaching competencies of the student teachers; this requires a considerable allocation to one-to-one interactions, at both the campus and school locations.

We would reiterate the point we made at the beginning of this chapter: achievement of the nation's goals* requires excellence in teacher preparation.

Recognition of role in supervision of teaching experience

The work of staff in supervising the school and teaching experiences of student teachers is crucial to the success of the teacher education program. Excellence in this area of responsibility needs to be included in the criteria for progression and promotion, along with excellence in teaching and research and professional contribution to the institution and the community. At present it would appear that this is not common practice (14).

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* As enunciated, for example in Quality of Education in Australia and Review of Efficiency and Effectiveness (15).

Inter-institutional collaboration

This is one of the initiatives strongly supported by CTEC. The Board notes an increase in such collaboration among colleges of advanced education in Queensland; indeed, it has strongly supported such moves. Its suggestions in this report about the formation of a number of task forces represent its view that such collaboration is essential for an effective teacher education enterprise.

The Board would hope, in the future, to see further inter-sectoral collaboration between the universities and the colleges; membership of the proposed task forces will need to include both university and college scholars from education and other disciplines.

Evaluation

The Board strongly supports the calls that have been made for, and indeed the present practices in, the ongoing monitoring and evaluation of teacher education courses (see Appendix IV). We note the review processes that have been developed in the institutions, in association with the reaccreditation procedures. It is important that the results of such reviews and evaluations continue to exert a direct influence on the quality of programs.

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CHAPTER 9

QUALITY TEACHERS: THE REGISTRATION OF TEACHERS

Whereas the quality of teaching is clearly advanced by improvements in teacher education and by innovative policies adopted by the various employing authorities, it is through the instrument of teacher registration that legally enforceable minimum standards may be prescribed as a means of promoting improvements in the quality of teaching throughout the school system.

An overriding concern to foster quality teaching both underpins and links the Board of Teacher Education's major statutory responsibilities of keeping teacher education in Queensland under continuous review and administering teacher registration in this state. Because of this close linkage, it would have been feasible not to have devoted a separate chapter to teacher registration and instead to have discussed it within the context of the various chapters dealing with aspects of teacher education, course accreditation and professionalism. Indeed a major dimension of the Board's teacher registration function concerns the accreditation of teacher education courses for registration purposes. Notwithstanding the possible advantages of dealing with teacher education and teacher registration in an integrated fashion, we feel that, on balance, a separate chapter on teacher registration is warranted on the grounds that it is necessary to question in some depth the assumptions, philosophy and objectives which underlie the concept of registration.

Accordingly, the present chapter focuses on the following:

- the development of teacher registration in Queensland;
- the assumptions, philosophy and objectives of teacher registration;
- current provisions and proposed changes.

THE DEVELOPMENT OF TEACHER REGISTRATION IN QUEENSLAND

Whereas most occupations are covered by industrial legislation certain callings, comprising mainly the professions, are also subject to regulation in the form of the registration of those deemed to be eligible in the public interest to practise.

The registration of teachers in Queensland has had quite recent origins. The background to this development may be traced to the 1960s. In the latter half of that decade teacher organisations in Queensland began to advocate strongly the establishment of a register of teachers. Teacher registration was seen by these organisations as a significant step towards the dual objectives of achieving the best possible education for Queensland children and gaining professional recognition for teachers.

The Queensland government, in 1970, implemented the recommendation of its Committee to review teacher education (1) that there be established a Board of Teacher Education in Queensland. One of the functions of that Board was to be responsible to the Minister for Education for the registration of teachers. The Board's inaugural meeting was held on 16 June 1971.

The introduction of a system of voluntary registration commenced on 1 February 1973. The response to this voluntary scheme was extremely positive and after two years, 21,835 applications had been submitted. Compulsory teacher registration was introduced from 1 January 1975 to cover the employment of teachers in government and non-government primary and secondary schools as well as government special schools. On 1 January 1978 compulsory registration was extended to non-government special schools and from 1 January 1981 the ambit was further extended to cover the employment of persons offering an educational program to children in the year before Year 1 of the primary school.

Over the years the system of teacher registration has been progressively refined. In 1973 the Education Act was amended to provide for the granting of provisional registration and to remove the original requirement to maintain a register in parts. Provision was also made for the Board to appoint committees to inquire into charges of alleged misconduct laid against registered teachers*. In addition to these amendments to the Act, changes were also made to the By-law governing registration. Included among these were the provisions made on 13 March 1975 for the Board to grant authorisations to employing authorities to employ unregistered teachers in exceptional circumstances and for the Board to conduct an annual Census of Teachers.

During the first two years of compulsory registration the Board was anxious to ensure that persons without teaching qualifications, who were engaged in teaching at the time voluntary registration commenced, did not have their employment placed in jeopardy because they did not satisfy the normal requirements for registration. Some of these teachers were granted exceptional entry to the register by virtue of their lengthy and meritorious teaching service while others with less teaching experience were granted provisional registration and required to upgrade their qualifications in order to achieve full registration.

In the period prior to 31 December 1976, the Board adopted a liberal and flexible policy in granting exceptional entry. In addition, the Board accredited for registration purposes all Australian pre-service teacher education courses which were of the same standard and duration as those offered in Queensland at the same time (including one- and two-year courses). Teachers possessing such qualifications were granted registration without any requirement to upgrade although those who had not taught previously in Queensland were required to teach in this state for one year to the satisfaction of the Board in order to qualify for full registration. Teachers who were granted registration on the basis of possessing accredited teacher education qualifications gained that status irrespective of their absence from teaching. By the end of 1976 there were 29,273 registered teachers.

During 1976 the Board made major changes to its registration policy in terms of admission requirements. These new policies, which became effective on 1 January 1977, recognised that teacher registration was by then well established and took into account recent developments in teacher education. From the end of 1973, the minimum period of accredited pre-service teacher education in Queensland had been set across all programs at three years. Further, seven Queensland teacher education institutions had recently introduced part-time and external courses for those with fewer than three-year qualifications to upgrade those qualifications to a Diploma of Teaching.

The new policies enabled applicants with fewer than three years of approved teacher education to qualify for provisional registration only if they possessed substantial recent teaching experience. This policy reflected the Board's view that teachers who had been away from teaching for a significant period tended not to possess the competence and confidence of teachers who had continued in their teaching role. At the Board's suggestion, a number of colleges introduced in 1982-1983 reorientation courses (usually taken over either a semester or a year) to assist former teachers seeking to return to the classroom after a lengthy absence from teaching. This development was embodied into registration policy and new applicants for registration who had not had adequate recent teaching experience were required to complete an approved reorientation program as well as to give an undertaking to enrol in further upgrading studies as a condition of qualifying for provisional registration. Since 1977, there have been up to 425 provisionally registered teachers at any one time undertaking upgrading studies as a condition of their qualifying for full registration.

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* Section 62I of the Act had already empowered the Board to conduct such enquiries.

In introducing these changes the Board noted that there were over 6,000 registered teachers not teaching and that many of them had been absent from teaching for lengthy periods. Such persons are able to maintain their registration by payment of an annual registration fee.

Whereas exceptional entry to the register in the past had facilitated the transition to compulsory registration, that status was conferred much more sparingly after 1976 and only where, in the opinion of the Board, the applicant had made an exceptional contribution to education over a lengthy period.

Since 1977 the Board's policy on the qualifications necessary for admission to the register has been further developed. The current requirements will be examined later in this chapter but at this stage it will be sufficient to note that they are essentially incremental developments of the major reforms introduced in 1977.

By the end of 1986 the Board had completed 69,326 assessments for registration and the register contained data on 50,848 registered teachers, including 4,536 provisionally registered teachers.

ASSUMPTIONS, PHILOSOPHY AND OBJECTIVES OF TEACHER REGISTRATION

Registration ensures that standards of entry into the profession are established and protected so that, in the public interest in general, and in the interests of students in particular, only qualified teachers are able to practise in Queensland schools. The introduction of compulsory teacher registration in 1975 reflected the community's expectations that the teaching profession should provide the best possible standards of education to enable Queensland's children to live effectively in an increasingly complex and pluralist society.

During 1985, following the publication of the Report of the Committee of Review of Business Regulations (2), the Queensland government decided that all government regulations, including those administered by its instrumentalities, should be reviewed. The object of this review was to assess whether existing regulations were relevant to current circumstances and to ensure that, where regulation was justified, a "minimum intervention policy" was followed.

Some critics of teacher registration assert that employers should have the right to select teachers according to their own criteria and that other factors such as religious beliefs and special subject content skills should be given greater weight than qualifications alone.

Some opinion leaders have also exhorted educationists to make adaptive reforms to improve the delivery of educational services rather than simply to undertake more rigorous application of old and inflexible policies. It could be argued, therefore, that it might not be inappropriate to allow for the possibility of less regulation of the school system with greater involvement of appropriately qualified persons who are not registered teachers. This would necessitate reconsideration of the assumptions, philosophy and objectives on which teacher registration is based and a determination as to whether the underlying objective of fostering more effective learning in children is likely to be best promoted through that system.

Such a thorough-going consideration would be consistent with the state government's policy that government instrumentalities should adopt a "Regulatory Reform Strategy" in assessing whether regulations developed at an earlier time are still appropriate in the light of current circumstances.

It is against this background that the Board has reviewed the policies and procedures governing registration.

The Board has been aided in this review task by the many comments made at public meetings throughout the state and in the public submissions it received.

On the principle of teacher registration there was almost unanimous support for some form of registration, which was seen to be protection for the profession, and to represent a guarantee to parents and the community that only qualified persons were permitted to teach. It was considered to be an excellent way of ensuring minimum qualifications for entry to the profession; a few respondents, however, felt this to be the role of the employer.

This support for the system of effective regulation governing teacher registration appears to acknowledge that there are important areas where the public interest outweighs the individual interest and that, in these circumstances, the state has a mandate to intervene. In so doing the freedom of individuals to do as they wish has been limited in the public interest and the state is accountable through the democratic process for its interpretation of the public interest.

Because of the special developmental needs of children and because of the significance of education to the material and social fabric of the community, the most widely-held view seems to be that education is too important to be left to market forces and that, as a consequence, educational services should normally be provided only by persons possessing appropriate qualifications and experience. In the same way as the state requires schools to meet certain minimum standards, so too the state, through a system of compulsory teacher registration, should continue to prescribe a minimum standard that must be met by all persons who wish to practise as teachers. Beyond that minimum standard, diversity rather than uniformity is commonly valued and regulation should not be intrusive.

The statement on the assumptions, philosophy and objectives of teacher registration which follows recognises that the system should always remain amenable to flexible adaptation to meet changing requirements in school objectives and community expectations. Since school attendance is compulsory, there should remain, however, an irreducible core which asserts that all children attending school have a right to be taught only by registered teachers except in limited or exceptional circumstances which are determined by a statutory body which is independent of the major employing authorities.

The assumptions underpinning teacher registration

1. The educational development of children and adolescents attending school is of vital importance for the welfare of the individual and of the community.
2. The social and intellectual development of children and adolescents will be enriched to a greater extent if the teachers entrusted with fostering that development have had to satisfy the conditions prescribed for professional registration and are required to comply with the continuing obligations imposed by that registration.
3. The regulation of entry to and continued membership of the teaching profession is most effective if it is controlled by an independent, statutory, registering authority including expert and representative members of the profession who are accountable to the responsible Minister of State for the efficient discharge of their statutory responsibilities.
4. Pedagogy constitutes an identifiable and unique body of knowledge. This knowledge can best be comprehended through a defined period of studies and experience leading to a formal qualification that has been subjected to the rigorous processes of accreditation by the registering authority.

5. Consumer sovereignty (the ability of consumers to make informed judgments and choices in assessing the quality of services provided) tends not to apply fully where the services being rendered are of a professional or a specialist nature. Because consumers of educational services, especially children of the age of compulsory attendance, may experience knowledge and institutional barriers in their choice of educational services, they require legal protection from unprofessional standards.

The philosophy on which teacher registration is based

1. The system of statutory teacher registration in Queensland is guided by the philosophy that the quality of educational services delivered in the classroom is largely determined by the degree of professionalism exhibited by teachers.
2. Fitness to teach in the public interest should be reflected in high standards of professional behaviour. Such standards should be legally enforceable by the registering authority against those members of the profession whose behaviour is inconsistent with the norms of acceptable professional conduct.
3. Teacher registration policies should therefore be designed to promote professionalism by encouraging members to develop professional norms such as client-centred service and by ensuring that registration policies are at all times attuned to the educational needs of students.

The objectives of teacher registration in Queensland

Having regard to the assumptions and philosophy of teacher registration, but subject to Section 28 of the Education Act 1964-1984, unless parents have obtained an exemption from the Minister for Education, students who are engaged in studies that form part of the school curriculum should be taught only by registered teachers, except in limited or exceptional circumstances authorised by the registering authority. The interpretation given to what constitutes exceptional circumstances should be sufficiently flexible to ensure that the registering authority is able to adapt to the changing educational needs of students without, at the same time, attenuating the major objective which fundamentally reflects the assumptions and philosophy of teacher registration.

CURRENT PROVISIONS AND PROPOSED CHANGES

1. Ambit of compulsory registration

Mention has already been made of the fact that compulsory teacher registration presently covers the employment of persons engaged in teaching duties in government and non-government preschools, primary, special and secondary schools. Teaching duties have been taken to include:

(i) in secondary schools - being responsible for the regular teaching of Board of Secondary School Studies Subjects, Board Registered School Subjects or School Subjects to one or more students;

(ii) in primary and special schools - being responsible for the regular teaching of a subject or subjects of the programmed school curriculum to one or more students;

(iii) in preschools and kindergartens - being responsible for the regular provision of an educational program for children in the year before Year 1 of the primary school;

(iv) acting as a supply teacher or other temporary replacement for a teacher employed in a school providing regular instruction in a range of subjects.

Registration is therefore compulsory not only for teaching in the years of compulsory attendance but for teaching certain groups in the pre- and post-compulsory age levels as well. However registration is not currently compulsory for teachers in TAFE or higher education although the Board has a policy of encouraging teacher educators, especially those involved in the school and teaching experience component of the program, and TAFE teachers to be registered*.

Notwithstanding this comprehensive coverage, there are some activities at the school level where registration is not required. These include the provision of religious instruction by representatives of the various religious denominations, the offering of tuition in extra-curricular activities and the provision of assistance by resource persons under the supervision of a registered teacher.

Moreover, where a school authority in exceptional circumstances is unable to employ a suitably qualified registered teacher, the Board may grant an authorisation for that authority to employ an unregistered teacher for a limited period. In the case of established subject areas, authorisations are normally granted for a maximum of one year but where the vacancy is in an innovative subject area, the authorisation can be for a period of up to five years. In either case the Board needs to be satisfied that all reasonable steps have been taken to fill the position with a registered teacher and that plans are in hand for the subject area to be taught wholly by a registered teacher at the end of the authorisation period.

There was widespread support at public meetings and in the submissions made to the Board for a continuation of the requirement that all teachers in preschools, primary and special schools, and secondary schools be registered; opinion was divided as to whether this should be extended to teachers in other institutions. Not all respondents addressed themselves specifically to the issue of registration of teachers in the post-compulsory years, whether the setting be secondary schools, senior colleges, TAFE colleges or other institutions; among those who did address this issue views were divided.

In examining these issues, the Board considered that there were compelling educational grounds for compulsory registration to continue to apply to the teaching of students of the age of compulsory attendance. Because parents are legally obliged to send their children to school if they are between the ages of 6 and 15, they have a right to expect that their children's education will be in the hands of registered teachers.

At the same time the Board felt that there were cogent educational reasons for arguing that registration should continue to be compulsory for persons teaching outside the ages of compulsory attendance at the preschool level and at the Year 11 and 12 levels in secondary schools.

The emergence in 1985 of senior colleges has raised the question of whether registration should continue to apply to the employment of persons teaching students above the age of compulsory attendance. The Board commends the Department of Education for encouraging all teachers of students beyond the age of compulsory attendance to become registered. This helps to overcome what would have been an anomalous situation: whereas teachers in secondary schools teaching Board subjects to students above the age of compulsory attendance are required to be registered, teachers in TAFE colleges are not so required even where they are teaching in subject areas traditionally regarded as part of secondary education.

We have already noted, in Chapter 3, the rising participation rates in education in Queensland. Figure 6 below illustrates dramatically the rise in state secondary school retention rates.

In an endeavour to meet the needs of the wide diversity of students continuing at school, the education systems have introduced for the students in the senior secondary

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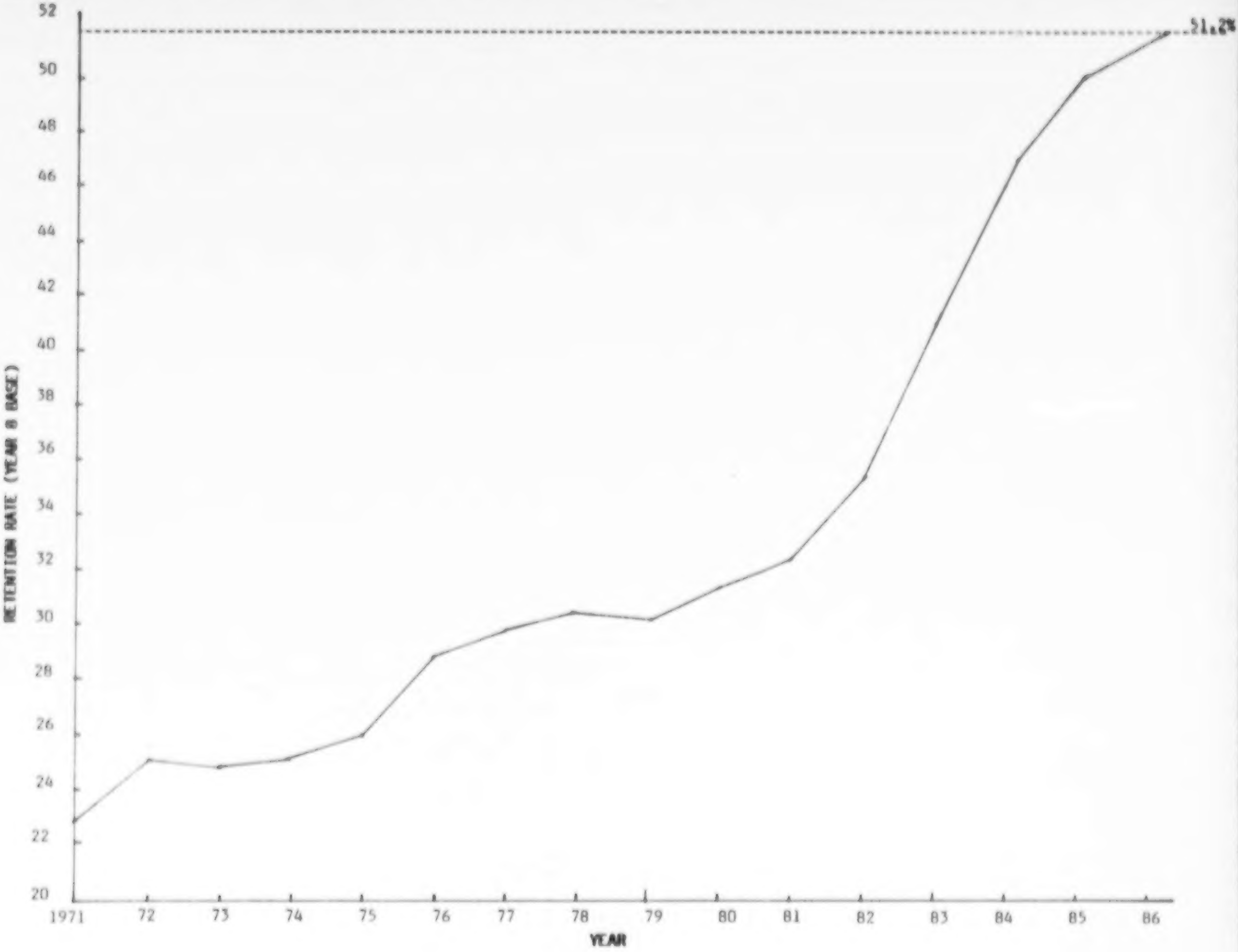
* Many teachers in the TAFE sector have voluntarily sought registration and some believe that there is virtue in extending the ambit of compulsory registration to the TAFE sector.

Figure 6: Retention rates from Years 8 to 12 in Queensland state schools 1971-1986



school a variety of options. For example, some students continue traditional secondary studies through to Year 12. Some include in their programs one or more subjects offered at the local TAFE colleges. Some enrol at the senior colleges, where the distinction between "school" and "TAFE" subjects becomes blurred. This diversity is likely to become even more pronounced in future years. In the light of these circumstances, the Board recommends

17. **that, while all teachers should be encouraged to become registered, the ambit of compulsory registration not be extended at this time to include teachers employed in TAFE colleges and senior colleges, but that the question of registration for all teachers of students above the age of compulsory attendance be kept under continuing review.**

The Board's existing policy that teacher educators be encouraged to be registered has been the subject of considerable debate. It should be noted that a high proportion of teacher educators have responded to the Board's encouragement and that most have been registered on the basis that they possess accredited teacher education qualifications. However, teacher educators involved in the teaching experience component of pre-service courses are required to enter schools and, in collaboration with the principal and supervising teachers, make evaluations of the student teachers' classroom performance. The Board believes that the collaborative nature of the supervision process would be more adequately reflected if the teacher educators involved were, like their colleagues in the schools, registered teachers.

The Board further believes it appropriate to recognise teacher educators' teaching experience in the higher education sector as meeting the teaching experience requirement for registration. It also considers that the existing position in relation to the Graduate Diploma in Education (Tertiary) offered by the Darling Downs Institute of Advanced Education, an award not currently accredited for the purposes of registration, should be re-examined.

The Board recommends

18. (a) **that there be compulsory registration for those teacher educators involved in the teaching experience component of the pre-service phase;**
    (b) **that satisfactory teaching experience in the tertiary education sector be accepted as meeting the teaching experience requirement for full registration;**
    (c) **that consideration be given to the accreditation for registration purposes of the Graduate Diploma in Education (Tertiary) offered by the Darling Downs Institute of Advanced Education.**

2. Registration of teachers for specialist areas

The existence of problems of supply in particular areas of expertise was recognised in the submissions: schools need to have access to persons with a mastery of newly-emerging skills and knowledge, without having to await the outcome of the lengthy process of the creation of a corps of teachers qualified in such areas. Some suggested that this could be achieved by the introduction of restricted registration. Others felt, however, that people with specific rare expertise could be enabled to contribute without registration, either directly or under the supervision of a registered teacher; this was emphasised particularly in respect to the area of post-compulsory education.

In its discussions the Board has considered whether registration should continue to be based on the concept of a single Register of Teachers or whether there should be differentiation into the various categories of teaching. It has been argued that the register could, with advantage, be divided into parts according to areas of specialisation such as student age ranges or subject disciplines. This view suggests that the concept of a register in parts would enable persons with specialised training to teach in a restricted area, even though they might not be qualified to teach in other fields.

The view has been put that the introduction of innovative subjects might be facilitated if it was possible to register persons with specialised skills to teach those subjects and no others. However, the Board has concluded that it is preferable for teaching to continue to be seen as a unified profession incorporating a unique body of integrated knowledge, and hence that a single register of teachers should be retained, to avoid fragmenting the profession by having various grades or categories of registration.

In the Board's view the issue of facilitating the introduction of innovative subjects in schools when there is a disjunction in the supply and demand of suitably qualified registered teachers is most appropriately achieved through a sensitive and responsive authorisation policy.

The Board recommends

19. (a) **that the Register of Teachers remain a unified register rather than a register in parts; and**

(b) **that a category of restricted registration not be introduced but that sympathetic and sensitive use be made of the granting of authorisations to permit the employment of unregistered persons under appropriate supervision as teachers in specialised or innovative subject areas.**

3. Requirements for initial registration

The requirements for initial registration generated considerable comment among participants at public meetings and in the submissions made to the Board. The need for flexibility within the registration system was urged by some, with maintenance by the Board of its category of exceptional entry, to allow outstanding teachers with no formal teacher education qualifications to be registered. There were differing opinions as to whether registration should continue to be available to persons with less than accredited qualifications who had only limited teaching experience; some believed such teachers should upgrade their qualifications before registration, and others advocated provisional registration for such teachers while they were undertaking their further studies; in the case of experienced teachers, some considered that further studies should not be required. The Board's attention was also drawn to the special situations of those with extensive experience in industry, trades or commerce, and of professionally qualified applicants from overseas with limited English language proficiency.

In its review of the initial requirements for registration, the Board distinguished between beginning teachers and experienced teachers seeking registration in Queensland.

New entrants to teaching

New entrants to teaching are able to qualify for registration only if they have completed a course of teacher education accredited by the Board of Teacher Education*. Unless otherwise determined by the Board in a particular case, the following courses of teacher education are currently accredited by the Board:

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* Full details of current registration and policy relating to the registration of teachers in Queensland are given as Appendix VI.

(i) Pre-service teacher education courses registered with the Australian Council on Tertiary Awards as meeting the requirements for Diploma, Degree or Graduate Diploma level awards;

(ii) Pre-service teacher education courses offered in recognised Australian universities; and

(iii) Overseas teacher education courses judged to be equivalent to those mentioned in paragraphs (i) and (ii) above on the advice of the Commonwealth Council on Overseas Professional Qualifications.

In addition the Board may accredit individual courses of teacher education which, in its opinion, are comparable to those outlined above.

In essence this policy means that persons holding a three-year undergraduate or a one-year postgraduate pre-service teacher education award from an Australian college of advanced education or university or who possess qualifications assessed by the Board of Teacher Education as being the equivalent, are currently eligible for teacher registration in Queensland. This policy has remained unchanged since January 1974.

Some of the issues raised in the consideration of the requirements for registration have already been canvassed in the chapter on initial teacher education and need not be repeated here. The important point that emerges from that discussion in the present context is that the requirements for accreditation represent the **minimum** standard to be achieved by new entrants to the profession before the state will license the holder of the qualification to practise.

The Carnegie Report (3) in the United States has drawn a distinction between licensing and certification. The authors suggest that whereas the State is responsible for issuing a licence as an indication that the licensee has met the prescribed minimum standard established by the State to practise, it is the profession which should certify that the certificate holder is fully competent to perform at a professional standard. The Report notes that this distinction is based on the concept that licensing implies merely that the licensee possesses a minimal qualification, whereas certification provides some further assurance of professional competence. This distinction is by no means uniformly applied, however, and in many states licensing and certification are combined.

In Queensland, the Board of Teacher Education is constituted as a statutory body with membership drawn from constituencies within the teaching profession as well as the wider educational community. The Board's Admissions Committee, which comprises a chairman who is a member of the Board plus eight registered practising teachers each nominated by five other registered teachers, provides an important element of peer review in making recommendations to the Board on entry to the profession. Notwithstanding this unique constitutional arrangement, however, teacher registration in Queensland has operated in the past more as a system of licensing as defined in the Carnegie Report. Relatively little attention has been given to the wider quality considerations implied by the notion of certification.

The current structure of registration is divided into two stages: provisional and full. Beginning teachers possessing good character are currently eligible for provisional registration on the basis of holding an accredited teacher education qualification. After teaching in Queensland for one year to the satisfaction of the Board, their provisional registration is converted to full registration.

Once full registration has been attained, there is no requirement to undertake further study and it is possible for persons to discontinue teaching for an indefinite period without affecting their registration. It is essential to ensure that, so far as is practicable, fully registered status is granted only to persons who the Board is confident are competent professionals who can in the future be expected to take a high degree of personal responsibility for their further professional development.

The Board has recommended (Chapter 6, Recommendation 8) that, in future, initial teacher education be formally recognised as consisting of three phases: a pre-service course, early teaching experience and further formal studies. Our recommendation is that these three phases be conceived as an integrated total program generally leading to the award of a degree in education.

These recommendations have a number of implications for registration policies. In particular, since all three phases of the program are seen as necessary components of initial teacher education, it follows that the completion of the whole program should be seen as the basic requirement for full professional registration.

This is essentially the conclusion reached by the Bassett Committee almost a decade ago. That Committee, however, did not feel it was in a position to deal with the issues of the means by which its recommendations might be put into effect or the date of their implementation, although it suggested that the change could be brought about most effectively by a variation in registration policy.

The Board believes that the potential benefits to be gained from the changes recommended in Chapter 6 are so great that they should be implemented without further delay, that is, at the commencement of the 1991-1993 triennium.

The Board therefore recommends

20. (a) **that persons who commence an accredited initial teacher education program on or after 1 January 1991, provided they are of good character, be granted provisional registration upon the completion of the pre-service phase; and**

(b) **that, in order to qualify for full registration, such persons be then required to complete one year of satisfactory teaching experience and further formal studies leading to a degree in education or equivalent professional qualification accredited for registration purposes.**

It is **not** intended that this recommendation should apply to teachers who are already registered or to students who enrolled in a pre-service teacher education program prior to 1 January 1991. Nevertheless the Board would hope that, in the years ahead, the great majority of such teachers would also have the opportunity to complete an education degree.

The progression in registration status that would apply to teachers entering the service through completion of (a) a three-year undergraduate pre-service teacher education course or (b) a postgraduate teacher education course of less than two years or a joint program incorporating such courses is indicated in Figures 7 (a) and (b) below*.

The present concept of provisional registration is that of an interim phase which does not distinguish between those required to teach for one year to the satisfaction of the Board and those required, in addition, to complete additional studies in order to qualify for full registration. Under the current proposals, following the granting of provisional registration, beginning teachers would be subject to a report from their principal on the manner in which they had discharged their teaching duties. Once they had established initial competence in the classroom, they would undertake their further studies to complete their degree in education (or other accredited award) in order to qualify for full registration. In the present context of the discussion of beginning teachers, the provisional registration phase is based on the premise that the teacher is still completing his or her initial teacher preparation under the guidance of more experienced colleagues, particularly the principal, as well as under the tutelage of relevant staff of the teacher education institution towards whose formal degree

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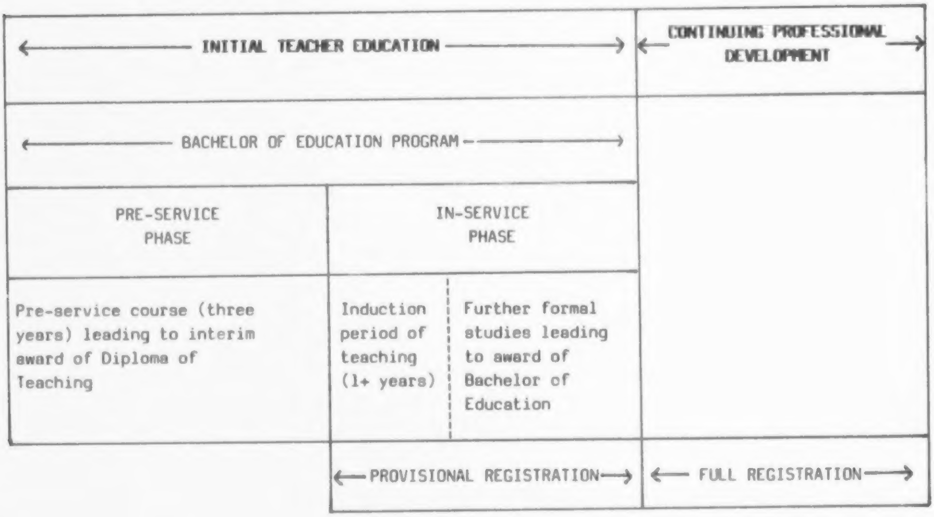
* Recommendation 9 (Chapter 6, pp.111-112) rovides details on four recommended patterns of initial teacher education based on the models currently offered in Queensland.

Figure 7: Initial teacher education and registration

(a) Undergraduate Bachelor of Education program



INITIAL TEACHER EDUCATION

CONTINUING PROFESSIONAL DEVELOPMENT

BACHELOR OF EDUCATION PROGRAM

PRE-SERVICE PHASE

IN-SERVICE PHASE

Pre-service course (three years) leading to interim award of Diploma of Teaching

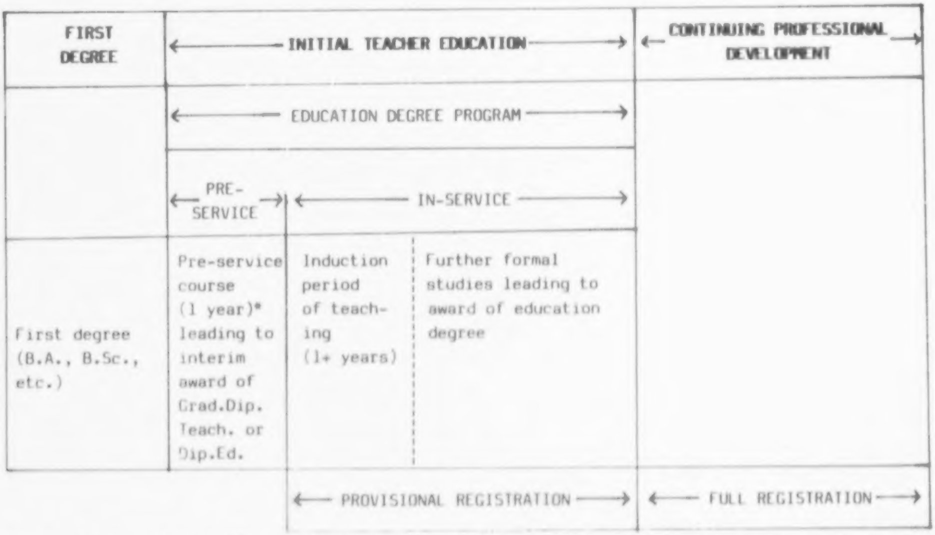
Induction period of teaching (1+ years)

Further formal studies leading to award of Bachelor of Education

PROVISIONAL REGISTRATION

FULL REGISTRATION

(b) Postgraduate education degree program



FIRST DEGREE

INITIAL TEACHER EDUCATION

CONTINUING PROFESSIONAL DEVELOPMENT

EDUCATION DEGREE PROGRAM

PRE-SERVICE

IN-SERVICE

First degree (B.A., B.Sc., etc.)

Pre-service course (1 year)* leading to interim award of Grad.Dip. Teach. or Dip.Ed.

Induction period of teaching (1+ years)

Further formal studies leading to award of education degree

PROVISIONAL REGISTRATION

FULL REGISTRATION

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* In Recommendation 12, it has been suggested that the length of end-on programs be further considered.

award the provisionally registered teacher is working. The achievement of full registration should signify that the beginning teacher has completed initial professional preparation as well as established initial competence in the classroom and is, therefore, a fully fledged professional.

This change in policies would mean that, although the minimum level of qualification which is accredited for provisional registration purposes would remain three years of pre-service teacher education, the minimum academic requirement for full registration to be achieved by all new entrants to pre-service teacher education courses on or after 1 January 1991, would be completion of a four-year degree in education or its equivalent. From that date, **all** beginning teachers would be required to teach for one year to the satisfaction of the Board and to complete a further year of study (generally leading to a Bachelor of Education or Bachelor of Educational Studies degree), in order to qualify for full registration.

Under present policy, the maximum initial period of provisional registration is normally five years. This period may be extended in appropriate circumstances at the discretion of the Board. Because the final year of study is an integral part of the initial professional preparation, it is clearly desirable that it be completed within a reasonable period*. If present restrictions on teacher education places continue, however, it may not be possible for all provisionally registered teachers to complete their initial teacher education program within the normal five-year period. In those circumstances the teacher's provisional registration could be extended on a year by year basis on the understanding that, when a place became available, the final year, and hence full registration requirements, would be completed within five years of enrolment. While this period should provide ample time to complete the necessary studies, should a teacher experience genuine difficulties, the Board could extend his or her provisional registration for a further period.

Experienced teachers

The views expressed at public meetings and in submissions concerning the eligibility of experienced teachers with less than accredited qualifications but with some teaching experience were diverse.

Almost half of the persons who apply for registration each year are experienced, rather than beginning, teachers. Most come from interstate or overseas, although some are former Queensland teachers who have not been teaching since the introduction of the registration system. Their qualifications are as diverse as their experience. Some have less than adequate professional qualifications but lengthy experience in responsible promotion positions. Some have recognised professional qualifications but little teaching experience. Some with marginal qualifications have undertaken continuing professional development while others have not.

The Board's existing registration requirements acknowledge that many experienced teachers have not completed an accredited course of teacher education. In exceptional cases, applicants may qualify for **full registration** if they were engaged in teaching prior to 1 February 1973 and if, in the opinion of the Board, their education, training, fitness to teach and experience are sufficient to warrant registration.

Because each candidate is considered on his or her individual merits, it is not practicable to specify in advance what is required for the granting of exceptional entry except to indicate that such factors as length and quality of service, academic qualifications, positions of responsibility held and evidence of substantial professional development are all taken into account.

Persons granted full registration under the exceptional entry provisions are an exclusive group, only nineteen having been granted that status during the last seven years. Although relatively few applicants are deemed to be eligible for exceptional entry, the Board believes that there is a continuing need for some flexibility in its admissions policy to accommodate persons who have made an exceptional contribution to the practice of teaching but who do not satisfy the normal requirements for registration. Indeed the Board considers that the present By-law is unnecessarily restrictive in that some exceptional candidates have been unable to gain registration solely because they commenced teaching after 1 February 1973.

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* See discussion of Recommendation 11 in Chapter 6.

Similarly, the By-law enables **provisional registration** to be granted to persons without an accredited award if they were engaged in teaching prior to the commencement of the operation of the relevant clause (17 July 1973), subject to the Board being satisfied that they will be able to attain, within a reasonable time, a standard of teacher education or experience acceptable to the Board.

The current policy provides that a person who commenced teaching before 17 July 1973, who has completed a course of teacher education comparable to that which obtained in Queensland at the time and who has recent teaching experience, may be granted provisional registration in accordance with guidelines promulgated by the Board*. In most cases, the teacher would then be required to undertake upgrading studies as well as to teach for one year in Queensland to the satisfaction of the Board in order to qualify for full registration. Where the teacher lacks recent experience, he or she may qualify for provisional registration by completing a professional re-orientation program.

This policy has been based on the premise that recognition should be given to experienced teachers who possess recognised (albeit non-accredited) teacher education qualifications and that recent teaching experience should also be taken into account in assessing eligibility for registration. The date was inserted in the By-law in 1973 as a transitional arrangement and no longer serves any useful purpose. Indeed it now places an impediment in the way of experienced teachers with some professional qualifications seeking provisional registration.

The only minor change that the Board proposes is the elimination of the current restriction whereby a person who has not completed an accredited teacher education qualification can qualify for provisional registration only if he or she was engaged in teaching prior to 17 July 1973.

The Board recommends

21. **that the By-law, Registration of Teachers, be amended so that irrespective of the date upon which he or she was first engaged in teaching an applicant who does not possess the qualifications and/or experience normally required for registration may be granted:**

    (a) **full registration where his or her education, experience and contribution to the practice of education are, in the opinion of the registering authority, of sufficient merit to warrant full registration; or**

    (b) **provisional registration where his or her education, teacher education, fitness to teach and experience are sufficient, in the opinion of the registering authority, to warrant provisional registration and the registering authority is satisfied that he or she will be able within a reasonable time to attain a standard of teacher education or experience acceptable to the registering authority.**

Related to the issue of the relevance of recent experience for new applicants for registration is the period of time granted to provisionally registered teachers to complete their one year of teaching satisfactory to the Board. Under present policy, operative since 16 April 1981, this period is limited to five years.

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* See Appendix VI.

The first five-year period of provisional registration under this policy expired in April 1986 and the Board decided that provisionally registered teachers who had not complied with this condition should be subject to the policy applying to new applicants for registration. Thus, in the case of persons holding accredited teacher education qualifications or their equivalent, provisional registration was extended for a further period of five years. In the case of teachers not holding such awards, the Board gave individual consideration, and some teachers were requested to advance reasons why their existing provisional registration should not be cancelled and restoration made subject to new conditions.

Whereas under existing policy, experienced teachers granted provisional registration with the requirement of upgrading their qualifications are able to complete usually one year full-time (or equivalent part-time) studies in order to satisfy the academic requirements for full registration, under the proposed revised policy they would normally be required to complete the Bachelor of Education or Bachelor of Educational Studies degree.

Assessment of English language proficiency

Consistent with its objective of achieving the best possible education for Queensland children by fostering quality teaching, the Board of Teacher Education decided late in the 1970s to introduce a requirement that applicants for teacher registration whose teaching qualifications were obtained in countries where English is not the first language of instruction should satisfy the Board as to their proficiency in English before being granted provisional registration.

In considering its approach to English language assessment for registration purposes, the Board recognised that teachers' classroom communication skills were of paramount importance. It was therefore decided that the testing procedures to be adopted should focus on the applicant's ability to communicate effectively with students, as well as his or her ability to communicate on a professional level with other teachers and parents. Direct testing procedures, which enable proficiency statements to be made in terms of the learner's actual language behaviour, were favoured. The Board subsequently chose as the most appropriate to its needs the Australian Second Language Proficiency Rating Scale (ASLPR), a direct scale which describes language behaviour at nine proficiency levels along a developmental progression from "zero" to "native-like" (4). Ratings are made on four dimensions of language usage: speaking, listening, reading and writing. The ASLPR's local orientation, and the fact that the Board could draw on the expertise of the developers of the scale, were seen as significant advantages.

Since 1980, the Board of Teacher Education has arranged 115 assessments using the Scale; 57 candidates have successfully demonstrated their English proficiency. Interviews are usually conducted by a panel which comprises an English as a Second Language expert, a member of the Board's Admissions Committee (a registered teacher) and a member of the Board's graduate staff. After interviewing the applicant and assessing the written exercise, the panel prepares a report for the Board, and advice for the candidate indicating any areas that it has identified as needing particular attention and suggesting ways in which these areas may be addressed.

On a small number of occasions the Board has been prepared to accept for provisional registration purposes ratings which were slightly less than those normally required. In these particular cases the interviewing panel has felt confident that the candidates had other qualities which compensated and which would enable them to operate effectively in the classroom and also that their English proficiency was likely to improve much more rapidly if they were appointed to a teaching position.

As the number of assessments conducted annually has increased from four in 1980 to thirty-three in 1986, the Board has regularly given attention to streamlining the testing procedures. Graduate Board staff experienced in using the ASLPR scale are now playing an increasingly important role in conducting interviews. In view of the fact that some candidates still travel to Australia in order to take the test in Brisbane, the Board is also examining possible alternative procedures for use overseas. Given the Board's strong commitment to direct testing approaches, the Board would wish any alternative procedure to be as close as possible to that adopted for use in Brisbane.

Thus, whilst favouring multiculturalism in the teaching force, the Board has also continued to promote quality teaching for Queensland's children by ensuring that teachers from overseas can communicate orally and in writing at a professional level in the English language.

4. Renewal of registration

Policies which raise standards for new entrants to teaching can be expected to have significant effects on the quality of teaching, but in the case of beginning teachers especially, it is necessary to consider whether registration policy should play a part in promoting quality teaching for the remaining thirty or forty years of a teacher's career.

One approach used by some overseas registering authorities, especially in the United States, to promote this goal is the use of the concept of term registration where renewal of registration is conditional on the registered teacher undertaking various forms of professional development. Such professional development may include, for example, formal study leading towards additional qualifications, participation in non-award courses, in-service education and seminars and professional reading.

The assumption which underlies this process is that continuing professional development will enhance the competence of teachers and that this improvement in the quality of teaching will be reflected in more effective learning by students. The ethical underpinnings are derived from what is perhaps the essence of professionalism, client accountability - that dedicated concern of professionals to provide the best possible service for those placed in their care. As the New South Wales Department of Education's Report on teacher efficiency comments:

> "Just as each teacher is accountable in terms of teaching efficiency so is the system as a whole accountable for the quality of the education it provides." (5)

Having regard to these considerations, it has been argued that the 46,000 fully registered teachers in Queensland might be expected to do more to maintain their registration than merely to pay an annual registration fee to the Board.

In its Discussion Paper, the Board sought views on whether there would be advantages in a system of term registration, with renewal being contingent upon evidence of ongoing professional development and/or satisfactory teaching experience.

Viewpoints in submissions were divided. Term registration was supported on the following grounds:

- *Teachers needed to continue their professional development to ensure that they maintained their competence and demonstrated that they had remained up-to-date through completion of study or activities.*
- *Good teachers bore the consequences of the lack of competence of others who did not undertake continuing professional development.*
- *The planning of pre-service teacher education would be facilitated.*

Improvement of the quality of teaching was seen to be the primary goal. Some proponents argued the need for recognition of the validity of a wide spectrum of professional work or life experiences. Ramifications which would need to *be considered carefully included the adequacy and accessibility of provisions; accreditation of non-award in-service courses and recognition of private professional reading and developmental interaction with colleagues; release time for teachers and staffing implications; the appropriate length of a "registration term".*

A wide diversity of objections was raised in many oral and written submissions:

- *The competence of teachers is a matter for determination by the employing authorities and/or the profession itself and/or the community.*
- *The underlying assumptions that teachers lose competence after a period or that the onus should be upon teachers to prove retention of competence are unacceptable.*
- *There is no evidence that teaching is currently inadequate and the proposal makes no distinction between effective and ineffective teachers; in addition, there is no evidence that further studies enhance teaching effectiveness.*

The Board has engaged in a long and searching debate on this topic. In Chapter 2 it was suggested that teaching might at present be regarded as not yet a "full" but rather a developing profession, with a proportion of its practitioners displaying restricted rather than extended professionality. It was noted, however, that teachers themselves, and their organisations, aspire to full professional status. If this view has validity, then it becomes especially important that the system of registration does everything that is feasible to advance this process of professionalisation and that, in the present context, the requirements for renewal of registration do not place impediments in the path of attaining that goal.

The Board has long supported the concept of continuing professional development. As the Holmes Group (6) has suggested, the improvement and professionalisation of teaching depend ultimately upon providing teachers with opportunities to contribute to the development of knowledge in their profession, to form collegial relationships beyond their immediate working environment and to grow intellectually as they mature professionally. This process is contingent at least in part on the further development of their systematic knowledge and reflective practice.

It is for reasons such as these that the Board strongly believes that in order to lead a productive and satisfying professional life, teachers should undertake professional development throughout their careers. It is important, however, that teachers be motivated by intrinsic desires derived from the twin concerns of client service and personal growth rather than the fear of coercion by some external authority. Whereas intrinsic motivation might be expected to contribute to a committed voluntary participation in professional development and hence lead to improved teaching, the threat of non-renewal of registration in the event of insufficient quantified participation in professional development would almost certainly result, on balance, in reduced professionalism. Professional development should not be reduced to a piece-rate system of credits towards meeting some bureaucratic index of professionalism. If professional development is not done voluntarily, it will probably not be done well at all.

It is the challenge facing all of the teaching profession to foster the presence of an all-pervasive climate which will spark the internal desire of teachers to see their continuing professional development as one of the obligations that flows from enjoying the privileges of professional status rather than as a chore to be endured if not avoided altogether.

In Chapter 2 it was suggested that one of the criteria of a profession is the assumption by its members of responsibility for their own continuing professional development. The Board considers that to make that development mandatory as a condition of registration renewal would almost certainly frustrate the long-term goal of fostering a climate in which members eventually take responsibility for their own professional growth. In this connection, the Board has also noted that the other professions in Australia do not currently require registered practitioners to undertake continuing professional development as a condition for renewal of registration. Some registering authorities are, however, empowered to inquire into cases of alleged incompetence involving their members.

The Board considers, therefore, that it is more appropriate to approach the question of teacher competence on a by-exception basis, and assume that, in the absence of evidence to the contrary, fully registered teachers perform their duties in a competent manner. The adoption of that strategy means that the Board would call into question the registration of only those teachers who have been dismissed by their employer, after due process, on the grounds of habitual incompetence rather than require all teachers to provide evidence of their continuing professional development as a condition for renewal of their registration. This issue is explored further in Section 6(b) below.

The Board recommends

22. **that a system of term registration, with renewal being contingent upon evidence of ongoing professional development and/or satisfactory teaching experience not be introduced.**

5. Authorisations to employ unregistered teachers

During the course of its review, the Board gave careful consideration to the effectiveness of its policies in relation to the granting of authorisations to employing authorities to employ unregistered teachers in exceptional circumstances where no suitably qualified registered teacher was available.

Because of its commitment to quality teaching and its belief in the benefits associated with employing registered teachers, the Board applies the most rigorous procedures in assessing whether applications to employ unregistered teachers should be approved.

The prime tests used by the Board in determining whether "exceptional circumstances" apply are whether the school has advertised the position, and whether any suitably qualified registered teacher has applied for the position. If a school did not advertise the vacancy or if a suitably qualified registered teacher applied but was not appointed, then an authorisation would normally not be granted.

Other factors taken into account by the Board in determining whether "exceptional circumstances" exist are:

(i) the location of the school and its possible effect on recruitment;

(ii) the history of the school in seeking authorisations;

(iii) whether the need for an authorisation could have been avoided by better planning and revised timetabling or whether it arose due to unforeseen circumstances;

(iv) whether the position is full-time or part-time;

(v) the period for which the authorisation is sought;

(vi) whether the subject field is in an area of known shortage;

(vii) whether the vacancy is in a specialised or innovative subject area.

Most authorisations are for a maximum period of one year but, in the case of those granted to enable schools to offer specialised or innovative subjects, the authorisation can extend for up to five years.

The number of authorisations granted over the 1975-1985 period was as follows:

Table 13: Authorisations 1975-1985

	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985
No. where registered teachers not available	87	44	20	18	14	11	15	23	26	41	34
No. of exchange teachers	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	23	38	37	38	33
Total	**87**	**44**	**20**	**18**	**14**	**11**	**38**	**61**	**63**	**79**	**67**

The policy of permitting exchange teachers to be employed under authorisation was introduced in 1981 as part of the Board's desire to ensure that teacher registration placed no unnecessary impediment in the way of fostering cultural pluralism in Queensland schools. Although the Board expects that overseas teachers on exchange in Queensland schools for up to one year will normally possess registerable qualifications, the removal of any requirement that they formally apply for registration and pay registration fees has facilitated their employment.

An analysis of authorisations granted over the 1983-1985 period where registered teachers were not available has revealed the following pattern of vacancies:

Table 14: Authorisations by level and subject area 1983-1985

	1983			1984			1985		
	GOVT	NON-GOVT	TOTAL	GOVT	NON-GOVT	TOTAL	GOVT	NON-GOVT	TOTAL
Secondary school									
Mathematics/Science		4	4	1	4	5	3	5	8
Commercial subjects		7	7	1	8	9		2	2
Manual Arts/Graphics		4	4		9	9		7	7
Language/History/Geography				1	7	8		5	5
Home Economics					2	2			
Remedial teaching					2	2			
Miscellaneous		5	5		4	4	1	6	7
Primary school	1	2	3	1		1	1	1	2
Preschool	1	1	2		1	1		1	1
Special education	1		1				2		2
Total	**3**	**23**	**26**	**4**	**37**	**41**	**7**	**27**	**34**

It can be seen that, over the three years, authorisations were concentrated in the non-government secondary field in the following subject areas of known teacher shortage: manual arts/graphics, commercial subjects and mathematics/science. These authorisations accounted for half of the total number granted.

During 1985 the Board held discussions about its authorisation policy with the major teacher organisations. The Board has acted on the suggestion made during those discussions that it should communicate with schools in February each year in order to identify any cases where unregistered teachers are employed rather than wait, as has been the practice, until the outcome of the annual census of teachers in July. The practicability of decentralising the register to the various regional offices of the two major school systems was also explored as a possible means of facilitating the employment of registered teachers. There was unanimous agreement, however, that in view of the fact that in 1985 only 0.11 per cent of the teachers employed in Queensland schools were employed under authorisation, decentralisation of the register was not justified on cost-benefit grounds.

Although few in number, authorisations appear likely to continue into the foreseeable future because there are still some continuing areas of teacher shortage. The Board has been vigilant in identifying such areas and in supporting efforts to improve the supply of teachers in those fields. The recent introduction of a part-time Graduate Diploma in Teaching at Brisbane College of Advanced Education for the preparation of Mathematics/Science teachers, which arose from a recommendation made by the Working Party established by the Board, is one example (7).

The Board is keen to ensure that its registration policy facilitates rather than frustrates the introduction of innovative curriculum reforms in schools. Where there are insufficient registered teachers available in an innovative subject area the Board has, since 1984, authorised schools to employ unregistered teachers for up to five years subject to a range of conditions including an assurance by the employing authority that plans are in hand for the subject to be taught wholly by a registered teacher at the end of that period. This condition is usually satisfied by the principal's certification that the unregistered teacher will complete, on a part-time or external basis, a course of teacher education accredited by the Board. For this purpose the Board has accredited the Bachelor of Educational Studies degree offered by the University of Queensland where it includes 100 credit points of specified subjects (including supervised school experience) approved by the Board. In addition to this, the Board has recently reaffirmed the need to continue efforts to encourage the development of teacher education courses in innovative subject areas.

One area of special interest to the Board has been the Department of Education's employment under authorisation of unregistered indigenous teachers in Aboriginal and Torres Strait Island schools. At present, 116 such unregistered teachers are employed by the Department as "Community Teachers" or "Assistant Teachers". The Board recognises that these indigenous school personnel have a significant and particular contribution to make to the education of the children. The Board has advised the Department that authorisations have been issued annually in the past on the understanding that progress was gradually being made towards the goal of employing as teachers with full professional responsibility only registered teachers. The employment of Aboriginal and Torres Strait Islander teacher aides and resource persons who do not possess registerable qualifications to supplement the role of the registered teacher is seen as being consistent with this goal. The Board has been gratified by the Department of Education's policy of appointing registered teachers to these schools where such teachers are available and where resources permit. The Board acknowledges that this process will take time and it is hoped that as many as possible of the existing unregistered teachers will take opportunities that are available for them to upgrade their qualifications and eventually qualify for registration. The Board will continue, in consultation with the Department of Education, to monitor this process.

Having completed a major review of its authorisation policies and procedures, the Board recommends

23. **that existing policies and procedures for the granting of authorisations to employ unregistered persons as teachers in exceptional circumstances be maintained**.

6. Compliance with compulsory registration

Although the provisions of compulsory registration have been administered, in the Board's view, in an efficient manner, there have occasionally been technical difficulties in ensuring compliance with the relative legislative provisions.

In recent years, some organisations which claim to offer educational programs to school-age students during normal school hours have employed some unregistered teachers in teaching duties. However, because they have not sought government funding, they have neither requested nor obtained approved school status.

Under the current Education Act, parents of children of school age are required to ensure that their children attend "a state or non-state school" unless they have been granted an exemption by the Minister for Education or unless some reasonable excuse exists. It is also a requirement of the Act that only persons who are registered with the Board of Teacher Education be employed as teachers in schools.

If a non-state school is to receive state or Commonwealth funding, it must be approved under Section 63 of the Education Act 1964-1984 as providing, in the opinion of the Minister, satisfactory facilities and efficient and regular instruction in a range of school subjects acceptable to the Minister. This section also allows the Minister to have any approved school inspected by persons authorised by him to do so.

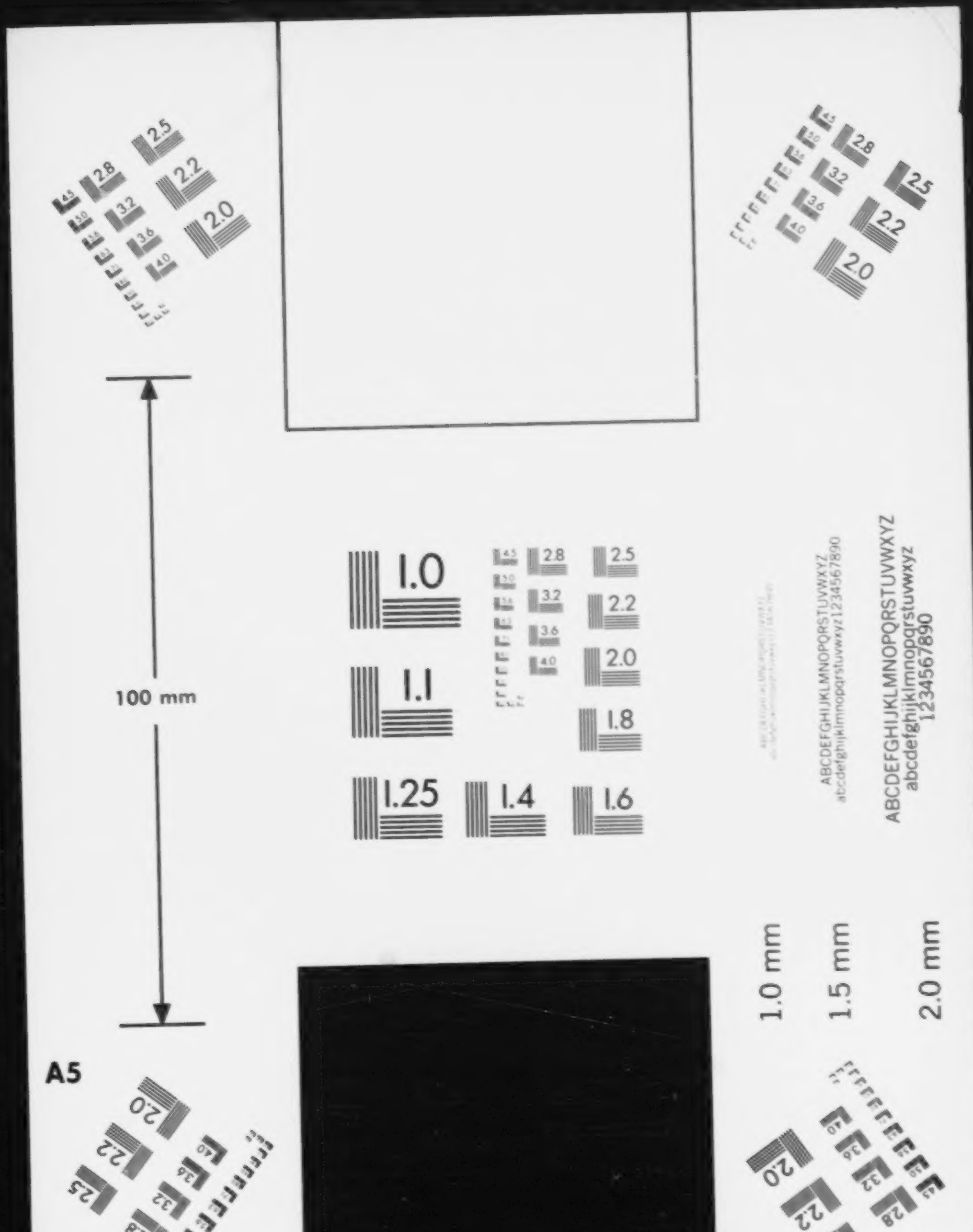
The Board's concerns with the present arrangements are outlined below:

(i) If a person operates a school for which he or she does not seek approval, he or she would be required to employ registered teachers, if the Governor in Council notified in the Gazette that the institution is a school for the purposes of Section 62G of the Education Act. However, such a school would not necessarily have to provide satisfactory facilities or efficient and regular instruction in a range of subjects acceptable to the Minister.

(ii) Under Section 62G of the Education Act teacher registration is compulsory only in respect of those institutions formally acknowledged to be schools by the Governor in Council. Although such recognition is not problematical in the case of approved schools the Board of Teacher Education does not have the capacity to advise the Minister for Education on the basis of first-hand knowledge that certain establishments are in fact offering educational programs to school-age students during normal school hours without employing sufficient registered teachers in teaching duties. Hence by operating without approved status, some "schools" are effectively able to circumvent the provisions of compulsory teacher registration.

In addition to the difficulties outlined above there are other aspects of the legislation which need to be reconsidered. For example under the Education Act, the onus for teachers to be registered rests on the employer. Where an employer fails to comply with the Act the Board may institute legal proceedings, but is unable to do this in the case of the largest employer - the Department of Education - because both the Department and the Board are Crown bodies. The absence of any specific provision which puts an obligation on the teacher to be registered poses difficulties for teacher employers and places a limitation on the Board's power to enforce registration.

Although the Board believes that prosecution for a breach of the provisions governing compulsory registration should be a last resort, it remains important for that option to operate as an effective deterrent. The present penalty of fifty dollars provided for a breach of the provisions of compulsory registration makes no provision for a repeated or continuing offence, and its magnitude is not such as to provide an effective deterrent. A more realistic provision would be $1,000 for a first offence and $50 for every school day during which the offence continues.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The Board recommends

24. that further consideration be given to:

- **(a) an exploration of possible ways of preventing the provisions of compulsory registration being circumvented by non-approved schools;**
- **(b) the introduction of a legal obligation upon practising teachers to be registered;**
- **(c) a review of the magnitude of the penalties for breaches of the requirements of the Education Act relating to the employment of registered teachers in schools.**

7. Disciplinary enquiries

(a) Professional misconduct

Section 62I of the Education Act 1964-1984 provides for the Board to take disciplinary action where:

(i) a registered teacher has been convicted in Queensland of a crime or misdemeanour, or elsewhere of an offence which, if committed in Queensland, would have been a crime or misdemeanour; or

(ii) the Board after enquiry is satisfied that a registered teacher:

- (a) has been guilty of habitual drunkenness or of addiction to any deleterious drug; or
- (b) has been guilty of misconduct which renders him unfit in the public interest to engage in teaching.

In such circumstances, the Board may reprimand or caution the registered teacher or suspend his or her registration for such a period as it thinks fit, or may remove his or her name from the register.

Since the introduction of the registration system, the Board has taken disciplinary action in relation to forty-two registered teachers for alleged misconduct. Eighteen of the cases involved sexual offences while seventeen were drug-related offences and seven related to stealing, false pretences or assault. The Board's action has generally followed a court conviction which has been drawn to the Board's attention by an employing authority or a complaint from a member of the public.

While we believe that most such cases would come before the Board in these ways, we note that, under the Public Services Act, public servants are required to inform the Public Service Board forthwith of any conviction for an indictable offence.

The Board recommends

25. that the Education Act be amended to require a registered teacher to inform the Board if he or she is convicted of an indictable offence.

During 1986, the Board noted the Report by the Queensland Director of Prosecutions, Mr D.G. Sturgess, QC, An Inquiry into Sexual Offences Involving Children and Related Matters (8). In his Report, Mr Sturgess commented on a number of cases of alleged child sexual abuse by teachers, some of which had not come before the courts because they relied essentially on the uncorroborated evidence of a child or because parents were reluctant to have their child give evidence in a court of law. Mr Sturgess suggested that, whether or not a criminal offence had been committed, some teachers apparently placed themselves in situations which left them open to allegations of professional misconduct. He accordingly recommended that the Board of Teacher Education should be requested to convene a conference of representatives of the teaching profession which would be asked to elect a committee to draw up a code of conduct dealing, in particular, with relationships between teachers and pupils.

The Board believes that such a code of conduct could be extremely helpful to registered teachers and to prospective teachers in indicating to them the need for some circumspection in their relationships with students and hence in reducing their vulnerability to allegations of misconduct.

We therefore recommend

26. **that a conference be convened by the Board during 1987 to examine the feasibility of the framing of a code of conduct for teachers.**

(b) Teacher incompetence

During the public meetings and in the submissions received, the issue of teacher incompetence was not frequently raised. The comments that were made suggested that, where a teacher was considered by an employer to be incompetent, the employer could normally be expected to address the problem through the provision of appropriate support and counselling and appropriate subsequent action.

Under the present legislation, the Board of Teacher Education has no power to enquire into cases of alleged teacher incompetence. It is noted, however, that the South Australian Education Act, 1972 makes provision for the South Australian Teachers Registration Board to cancel the registration of a teacher if, after enquiry, the Board is satisfied that the teacher is guilty of "gross incompetence".

The Board believes that the public may reasonably expect that the Register of Teachers will not include the names of habitually incompetent teachers. It is accepted that the primary responsibility for taking action in relation to alleged teacher incompetence should rest with the employing authorities. The Board recognises that a teacher who has been dismissed for alleged incompetence by one employer might not necessarily be incompetent in another context. We do not believe, however, that a teacher who has been dismissed after due process on the grounds of habitual incompetence should be able to accept a position as a teacher in another school or system without an independent body such as the registering authority enquiring into his or her continued fitness to teach.

The Board therefore recommends

27. **that the Education Act be amended to provide the registering authority with the power to enquire into cases of alleged teacher incompetence.**

The Board would envisage that any enquiries into cases of alleged incompetence would follow the same general procedures as those applying to cases of alleged misconduct. A teacher charged with incompetence would have the right to appear and to be legally represented, and the provision for appeal to a Judge of the District Court would also apply.

8. Reciprocity of registration

In the spirit of regulatory reform and in the interests of fostering improved teacher mobility across Australia, the Board believes that further consideration should be given to increasing the level of reciprocity in the recognition of teacher registration among the states and territories.

During 1976, the matter was raised at the Australian Education Council by the Queensland Minister at the request of the Board of Teacher Education. A meeting of state and Commonwealth representatives was held to discuss reciprocity of registration, but it was found that the differences between the policies of the various registering authorities were too great to permit automatic acceptance of reciprocity.

The main difficulties encountered in that move towards reciprocity were the following:

- In states where there is a single authority for teachers in both government and non-government schools, some teachers whose qualifications fall short of the usual government school requirements were accepted in the early stages of registration. Registering bodies in other states were unwilling to grant registration to such teachers.
- Where a single standard requirement for registration applies regardless of the level of teaching, type of school or subjects taught, it would be very difficult to achieve reciprocity with a system which has different requirements for various categories or which provides for restricted registration for teaching in a limited area.
- The greatest single difficulty in achieving reciprocity for teachers who possess awards registered with the then Australian Council on Awards in Advanced Education was the Victorian Secondary Teachers Registration Board's requirement for four years of teacher education.

The Board of Teacher Education's position then was that it could not agree to the automatic granting of full registration to teachers from other states with less than the equivalent of three years of recognised tertiary teacher education. The Board indicated, however, that it might consider the automatic granting of provisional registration to any teacher registered in another Australian state. In many such cases, provisional registration would be conditional upon the teacher's agreeing to undertake approved upgrading studies.

In May 1985, the South Australian Teachers Registration Board convened an informal conference to exchange information on registration and, in particular, to discuss reciprocity of registration between states. Those attending the conference agreed that they would raise with their respective boards or authorities the possibility of reaching agreement on a number of propositions including the following:

> That, if a fully registered teacher who has been teaching continuously for at least the previous five years moves to another state, he or she be granted provisional registration in that state subject to his or her undertaking to meet any upgrading requirements applying in that state.

The Board of Teacher Education has agreed to support in principle the above proposition in respect of those registration or employing authorities which participated in the conference. These comprised the South Australian Teachers Registration Board (which registers teachers in both government and non-government schools in South Australia), the Victorian Teachers Registration Council and its constituent Boards (covering teachers in government schools in Victoria) and the New South Wales Department of Education as well as the Queensland Board of Teacher Education. In respect of the New South Wales Department of Education, the Board of Teacher Education has interpreted the proposition to apply to classified teachers in continuous employment for the previous five years.

The Board has taken the view that, should any other employing or registering authorities seek to be included in the reciprocity agreement, the matter would need to be considered together with full information concerning registration or employment requirements applying in those states.

The South Australian Teachers Registration Board is currently preparing a report on the outcome of the conference and it is hoped that, if agreement has been reached by all of the participants on the proposition outlined above, the foundation will have been laid for extending, through further consultation, the ambit of reciprocal registration.

While the Board of Teacher Education reserves the right not to accept a particular course for registration purposes, it currently accepts for registration in Queensland any pre-service teacher education award accredited at the Diploma, Degree or Graduate Diploma level as well as any pre-service teacher education award from a recognised Australian university. The Board does not apply any additional requirement concerning such matters as course content, entry requirements or amount of "practice teaching" beyond the possession of an accredited award.

The Board believes that the mutual recognition by states of pre-service teacher education awards that have been duly accredited by the relevant state authorities and registered with the Australian Council on Tertiary Awards on criteria established by ACTA after consultation with state registering and employing authorities would simplify procedures and be a further step in the long road towards reciprocity of registration.

CONCLUSION

Darling-Hammond has suggested that the most critical issue facing American education today is the professionalisation of teaching. In arguing the case for valuing teachers, she makes the point that:

> "... if we devalue the act of teaching, we devalue the act of learning as well." (7)

A necessary pre-condition for the effective learning that will be increasingly important in the information-based society of the late 20th and early 21st centuries is quality teaching. It is the Board's position that quality teaching is largely dependent on the degree of professionalism exhibited by teachers and that everything feasible should be done to encourage the growth of professionalism in teaching.

While great strides have been made in the professionalisation of teaching in Queensland over the past decade and a half, much still remains to be done to foster the type of climate that will encourage teachers themselves to have an extended rather than a restricted view of professionality.

For these reasons, the further development of a comprehensive system of teacher registration that goes beyond the minimum concept of licensing and which encourages professionalisation rather than bureaucratisation is likely to remain a continuing challenge for the foreseeable future.

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CHAPTER 10

REVIEW PROCESSES IN TEACHER EDUCATION

Teacher education and the advanced education system in Queensland

The identification of advanced education as a distinctive sector of tertiary education and the establishment of colleges of advanced education flowed from the recommendations of the 1964 Report of the Committee on the Future of Tertiary Education in Australia, commonly known as the Martin Report (1). The Report envisaged that existing technical colleges, agricultural colleges and other specialist technological institutions which offered courses at a tertiary level would receive Commonwealth support to enable them to raise their academic status and, together with such new institutions as might be recommended, provide an alternative to the universities as a means of meeting the need for broader access by the community to opportunities for tertiary education.

With respect to teacher education, the Martin Report proposed the establishment in each state of a Board of Teacher Education, the purpose of which would be "the improvement of the preparation of all teachers within the state". These Boards would advise governments as to desirable developments in the field of teacher education, keep under review the courses and staffing of the institutions concerned and recommend the granting of autonomy to those teachers colleges which reached an appropriate standard.

The Martin Committee saw dangers in the then existing close relationship between state departments of education and teachers colleges preparing teachers for government schools. It felt that significant improvement in the quality of teacher education and the status of the teaching profession could be achieved only if the teachers colleges were unquestionably accepted as institutions of higher education, able to recruit and attract quality staff through open advertisement.

The Committee saw each Board as including members from the teachers colleges, the state Department of Education, the non-government schools, the universities and citizens with knowledge of, and interest in, education. Given the major responsibility of the state Department of Education for staffing all state schools, the Committee believed that it would be appropriate, at least in the formative years, for the permanent head, or his deputy, to be Chairman of the state Board of Teacher Education.

The Martin Report's recommendations concerning teacher education were strongly endorsed in 1965 by the Australian College of Education, by the Australian Teachers' Federation and by the Queensland Teachers' Union as developments which would enhance the professional standing of teachers in the community and consolidate trends towards improved professional qualifications. Although the Commonwealth Government did not at the time take up the Martin Report's recommendations for Commonwealth funding to support teacher education in approved teachers colleges on the same basis as degree studies in the universities, it began, in 1967, to provide capital assistance for teachers colleges and, in 1969, to support teacher education as a field of study within colleges of advanced education. Finally, in 1972, the Commonwealth Government accepted the recommendations of the Senate Standing Committee on Education, Science and the Arts in a report on The Commonwealth's Role in Teacher Education (2) and agreed to grant financial assistance for the recurrent and capital expenditure for teachers colleges on the same basis as for colleges of advanced education as from July 1973. The allocation of funding was in accordance with the recommendations of a committee of the Australian Commission on Advanced Education (3), which, under the chairmanship of Dr S.W. Cohen, had reviewed the progress towards autonomy of teachers colleges in the various states and had proposed a program of development and financial support for such colleges for the 1973-75 triennium.

In presenting its recommendations, the Cohen Committee noted that teachers colleges throughout Australia, and in Queensland in particular, were characterised by deficiencies in many areas, including buildings, equipment, non-academic staffing, library holdings and library staffing.

In 1967 the Queensland Government had, meanwhile, appointed a Director of Teacher Education and had set up a committee under the chairmanship of the then Director-General of Education, Mr G.K.D. Murphy, to undertake a comprehensive review of teacher education in relation to the needs and resources of the state and to make recommendations on the future development of teacher education (4). The Committee's final report (the Murphy Report) was published in 1971, but during the intervening period, the Committee had presented an interim report (1968) recommending the adoption of a minimum of three years' teacher education for primary teachers and had been consulted on a number of occasions by the government of the day on other matters, including the question of autonomy for teachers colleges.

The Queensland Education Act was amended in 1970 to enable autonomy to be granted to tertiary institutions other than universities through the constitution of councils for colleges of advanced education. The amendments provided for the establishment of a Board of Advanced Education to advise on developments in advanced education to meet the needs of the state and to exercise a coordinating role with respect to the colleges, and a Board of Teacher Education to keep teacher education under review, to accredit teacher education awards and to be responsible for the registration of teachers. The two Boards were required to confer and collaborate on matters to do with teacher education.

The Board of Advanced Education was established on 12 November 1970 and the Board of Teacher Education on 3 June 1971, the latter under the chairmanship of the then Director-General of Education, Mr A.E. Guymer. (The present membership and functions of the Board of Teacher Education are set out in Appendix I.) The Councils of the first five colleges of advanced education (the former institutes of technology at Brisbane, Toowoomba and Rockhampton, the agricultural college at Lawes and the conservatorium of music) were constituted on 25 June 1971. The four former state teachers colleges at Kelvin Grove, Mount Gravatt, Kedron Park and Townsville were added on 31 July 1972 and the Brisbane Kindergarten Teachers College on 31 October 1974. Pre-service primary teacher education courses were introduced at the Capricornia Institute of Advanced Education in Rockhampton and the Darling Downs Institute of Advanced Education in Toowoomba in 1972.

The accreditation of teacher education courses and awards

The Education Act was further amended in 1973 to make explicit the roles of the two Boards in accreditation; the Board of Advanced Education was to be the accrediting authority for all awards conferred by colleges of advanced education while the Board of Teacher Education was to be responsible for the accreditation of teacher education courses (wherever offered) for the purposes of teacher registration.

An Australian Council on Awards in Advanced Education had been established late in 1971, by joint agreement between the Commonwealth and State Ministers for Education, and in 1972 it issued its Statement No. 1 - Nomenclature and Guidelines for Awards in Advanced Education, dealing with levels and nomenclature of awards in advanced education and the conditions under which the Council would accept awards for inclusion in the National Register. The Council had determined that, before registering an award, it would need to be assured by the accrediting authority concerned that appropriate consideration had been given to the following:

- the general academic practices and standards of the educational institution;
- the objectives of the particular course and the methods adopted to achieve these objectives;
- the standards for admission to the course;
- the duration of the course, having regard to the standards of entry and course objectives;
- the breadth, depth and balance in the subjects involved and the amount of intellectual effort required by the course;
- the methods of assessment of student progress;
- the relative emphasis on the teaching of skills in relation to the study of the discipline;
- any arrangements for practical training and experience as part of the course;
- the teaching staff conducting the course, including numbers, professional qualifications and experience, and educational expertise;
- the accommodation and facilities including equipment, library, laboratories, workshops and other instructional resources, as necessary for a particular course.

To assist colleges in the preparation of submissions for accreditation of courses for awards, and to ensure that the necessary information was provided, the Board of Advanced Education issued, in its turn, a series of guidelines for the accreditation of courses in Queensland colleges. After their initial accreditation, courses were required to be reaccredited after every five years.

During 1972, the Board of Advanced Education also established course assessment committees in fields of study other than teacher education with membership drawn from the government, semi-government, industrial, commercial and academic fields, to consider both new submissions and requests for the accreditation of existing courses. In the field of teacher education, the Board of Advanced Education referred submissions for accreditation or reaccreditation to the Board of Teacher Education.

Initially the Board of Teacher Education established two standing committees, reflecting its dual role in the assessment and accreditation of courses. One committee advised the Board of Teacher Education on the accreditation of pre-service teacher education courses for the purposes of teacher registration whether they were offered by universities, colleges of advanced education or non-government teachers colleges in Queensland, interstate or overseas. The other assessed and reviewed both pre-service and in-service teacher education courses in Queensland colleges of advanced education, thereby assisting the Board of Teacher Education to provide advice to the Board of Advanced Education on the accreditation of the awards as advanced education awards in accordance with the relevant guidelines.

Subsequently the two roles were combined in the work of a single Course Assessment Committee which was a small expert committee including members drawn from Queensland and interstate universities and colleges of advanced education. Assessment procedures included a detailed examination of the rationale, objectives, structure and content of proposed courses, consideration of teaching strategies and student assessment practices, and involved visits to the institutions, detailed discussions with staff on all aspects of the courses and inspection of facilities.

In 1973, the Board of Teacher Education, in collaboration with the Board of Advanced Education, laid down brief guidelines suggesting a pattern of courses and awards for teacher education in Queensland. The guidelines envisaged that, following the phasing out of all undergraduate pre-service courses of less than three years' duration, the basic period of pre-service preparation in colleges of advanced education should remain at three years but that the colleges should offer in-service award courses equivalent to an additional year of teacher education in a range of teaching areas to be taken after a period of classroom experience.

In 1981, following detailed consideration of the 1978 Review: Teacher Education in Queensland (5), the Board of Advanced Education and the Board of Teacher Education developed a new set of Guidelines for the Development of Teacher Education Courses and Awards in Queensland Colleges which substantially incorporated the recommendations of the Review. In contrast with those of 1973, the revised guidelines commented at some length on the content of pre-service teacher education courses, indicating a range of considerations which needed to be addressed in any pre-service course and stressing the central position of school experience and the need for integration of all elements into a coherent whole. While not specifying the manner in which the various issues seen as essential should be treated, the guidelines emphasised that each pre-service course must provide students with a thorough professional preparation for their future teaching roles.

In reviewing a course, the Course Assessment Committee expected that, whatever the structure of the course, the course designers should be able to satisfy the Committee that the various matters mentioned in the guidelines were adequately covered, whether in generic courses or in specific subjects. The Board has consistently taken the view that undue prescription of course content would be inimical to the development of high quality, well-conceived and creative courses. It has argued that there is more likely to be improvement in the quality of courses through professional collaboration and cooperation between the Board and the colleges in their mutual quest for excellence than through the imposition of "minimum standards" expressed in quantitative terms.

In the first decade of the Board's existence, its Course Assessment Committee advised on the initial accreditation of the newly-introduced three-year courses leading to the Diploma of Teaching, the fourth year of post-experience studies leading to the Bachelor of Education degree and a range of in-service courses including "upgrading" Diploma of Teaching courses, graduate diplomas in a variety of areas and a masters degree in mathematics education. The Committee played a major role in the first, and in many cases the second, five-yearly reviews and reaccreditations of these courses.

The Committee also reviewed pre-service teacher education courses offered by the University of Queensland and James Cook University of North Queensland and recommended their accreditation as approved courses for the purpose of registration.

By 1983, the Board of Advanced Education was able to comment that the accreditation procedures that had been developed had served the system well: college awards were readily accepted by employers and others; they enjoyed national registration and thereby had direct currency in other states and countries; and they comprised a coordinated pattern geared to meeting the needs of the state. The Board of Advanced Education consequently considered that the experience of eleven years and the developing maturity of the colleges made it opportune to implement a major revision of course accreditation procedures which provided for increased involvement of college councils in the assessment of the courses offered within their institutions.

Under the revised procedures introduced in 1983 college councils appoint course assessment committees for each of their courses or proposed courses. The membership of each committee is subject to the concurrence of the Board of Advanced Education and, in the case of teacher education courses, the Board of Teacher Education and includes:

- a senior academic member of staff concerned with the field of study in question, for example, Dean, Head of School or Head of Division, who is chairman;
- a member of the academic staff having a major involvement in the course;

- at least one person with appropriate academic experience in the area in question, drawn from another tertiary institution;
- no fewer than three persons external to the Council and Staff of the College who would broadly reflect the interests of potential public and private employers of the graduates from the course, the professional or other relevant associations, practitioners in the particular area and, where appropriate, the broader community;
- for courses to be offered by external study, an appropriate person experienced in this mode, drawn from another institution.

Course assessment committees review course proposals, consult with the groups of academic staff responsible for the relevant submissions and prepare assessment reports in terms of the criteria specified by the Australian Council on Tertiary Awards (formerly the Australian Council on Awards in Advanced Education). The submissions and course assessment committee reports are transmitted to the college councils which in turn make recommendations to the Board of Advanced Education. In addition course assessment committees may consult periodically with the relevant groups of academic staff during the period of accreditation of the courses concerned, following up outstanding matters and endorsing evolutionary changes which experience may suggest are desirable.

College council recommendations, made after considering the reports of their course assessment committees, are referred for advice to the Education Committee of the Board of Advanced Education. In the case of teacher education courses, the Education Committee, in formulating its recommendations to the Board of Advanced Education, takes into account the advice of the Board of Teacher Education.

Following the adoption of the revised accreditation procedures, the Board of Teacher Education established a new Teacher Education Review Committee to replace its Course Assessment Committee. The Teacher Education Review Committee was given three main functions:

(i) to keep under review the overall program of teacher education courses in Queensland and to make reports thereon to the Board of Teacher Education;

(ii) to recommend on the accreditation of teacher education courses for registration purposes;

(iii) to recommend on the accreditation of advanced education awards in the field of teacher education.

In addition to these three main functions, the Committee makes reports to the Board of Teacher Education on any matters referred to it for advice.

In relation to the accreditation of advanced education awards, the Committee's role is concerned with ensuring that there are no inconsistencies between the detailed report provided by the college and its final recommendation or between the proposed course and the relevant guidelines, and that the accreditation procedures as outlined by the Board of Advanced Education have been followed. The Review Committee also has a general role in advising the Board of Teacher Education on matters relating to the accreditation of advanced education awards including the membership of course assessment committees proposed by college councils in the field of teacher education.

In order to assess the suitability of a course for the registration of its graduates as teachers in Queensland, the Committee seeks a description of the course including course objectives and details of individual units and their interrelationships. Institutions are generally able to present this information in a convenient form through existing documents. For advanced education courses, the course assessment committee report provides an appropriate description for this purpose, although, when a course is being considered for registration purposes, the Review Committee may seek additional information such as would be contained in the internal college submission to its course assessment committee. Appropriate descriptions for university courses may be conveniently available in faculty handbooks or student guides. In considering a course for registration purposes, the Review Committee may also visit the institution concerned to discuss aspects of the program before making its recommendation to the Board of Teacher Education.

Continuing review of teacher education

The ongoing assessment of teacher education for accreditation and reaccreditation has provided the Board with a most effective means of keeping under review the overall program of teacher education courses in the state, alerting the Board to particular problems and indicating areas of desirable development.

In carrying out its statutory responsibility of keeping teacher education under continuous review, the Board of Teacher Education has also made use of a variety of other committees.

Shortly after its establishment, the Board appointed a special committee to survey the existing provisions for in-service teacher education and to advise on the need for additional facilities. Subsequent special committees inquired into and reported on such matters as:

- courses to enable provisionally registered teachers to qualify for full registration;
- teacher education for technical teachers;
- teacher education for Aboriginal and Torres Strait Islander teachers;
- the preparation of teachers for teaching exceptional children in regular classrooms;
- the effect on teaching competence of a lengthy absence from teaching;
- the future demand for in-service teacher education courses;
- the preparation of teachers for the teaching of reading and associated language skills.

To assist it in carrying out the research required for the last of the above enquiries, the Board appointed its first research officer. The committee appointed to undertake the review was given broader functions and became a standing committee of the Board, the Research Committee. After the completion of the research and the preparation of a report, the Research Committee, on behalf of the Board, arranged a full-day conference to provide teacher educators, teachers, school authority personnel and interested members of the community with the opportunity to comment on the findings and to discuss future developments.

The success of its first major research project as a means of promoting consideration of issues of importance and stimulating improvements in teacher education resulted in the development of an ongoing research program by the Board. Subsequent research projects undertaken by the Board have included:

- the induction of beginning primary teachers;
- secondary schooling and the world of work;
- future requirements for secondary teachers;
- the education of young adolescents;
- school experience in Queensland pre-service teacher education programs;
- the Bachelor of Education degree in the Queensland advanced education system;
- preparation of teachers to teach in rural and isolated areas;
- the preparation of primary teachers to teach the arts.

In addition to carrying out research of its own initiative, the Board has, in recent years, sought through the provision of research grants to support and stimulate research by teacher educators and teachers into areas of potential benefit to teacher education in the state*. Although the amounts of grants have been small, they have provided a means of encouraging the completion of a substantial number of worthwhile projects and an avenue for the publication of their findings for the information of teacher educators and teachers.

In 1985, the Board commissioned a team of external researchers to undertake a review of its school experience project. While critical of some aspects of this project, the team made a number of suggestions which, it felt, would enhance the effectiveness of future Board research activities. The Board welcomed these suggestions and was pleased to note that the reviewers reported that

> "Participants in the RISE** study felt it was extremely desirable that the Board maintain a research arm to maintain standards for teaching throughout the state." (6)

Throughout its research programs, the Board has endeavoured to work in collaboration with staff of teacher education institutions, teachers and school authorities both in the planning and implementation of research projects and in the discussion of findings and the formulation of proposals for action arising from the research.

With the development of its ongoing research activities, the Board has made less use of ad hoc committees, although, in 1983, it set up a special working party to consider the problems associated with the preparation of teachers for mathematics and science.

When the Teacher Education Review Committee was established, in addition to its functions in relation to course assessment, it was given the function of advising the Board on the overall program of teacher education courses in Queensland and making reports thereon to the Board. To enable it to exercise this function, the Committee is expected to visit each teacher education institution at least once during each triennium in order to keep itself informed about existing courses and to discuss proposed developments. The Committee meets with staff, supervising teachers and students in the courses concerned, and may also seek feedback from employing authorities, the general body of teachers and the wider community.

In addition to formal visits by the full Committee, individual members of the Review Committee may join in the annual visits made by members of the Board of Teacher Education to institutions, when less formal discussions are held with graduating students about teacher registration and with members of staff on topics of mutual interest.

Other sources of information to the Review Committee include projects undertaken by the Board's Research Committee and state or national reports on matters relating to education.

From these various sources, the Committee endeavours to identify and assess emergent needs in teacher education and, after consultation with those involved, prepares advice for the Board on ways in which these needs might best be met.

In the context of the preparation of triennial submissions, the Committee prepares reports on needs and desirable developments in teacher education for each forthcoming triennium for presentation to the Board of Teacher Education. It also considers and reports on any specific matters referred to it by the Board in relation to the development of the triennial submission. These reports assist the Board in the preparation of its advice to the Board of Advanced Education.

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* See Chapter 1, Reference 16, p.8.

** RISE: Review of the Influence on School Experience.

The Board believes that, through its various research and review activities and through the inclusion in its own membership and that of its committees of persons drawn from the teacher education institutions, the teaching profession, the employing authorities and the general community, it has been able to promote a cooperative, consultative approach to the planning and development of teacher education in Queensland to the very great benefit of the State. Such an approach has recognised and respected the autonomy of the teacher education institutions and has fostered the development of variety and individuality as well as a willingness to collaborate in finding solutions to emerging needs.

It has also enabled the Board to provide a valuable focus for the profession of teaching, to foster its development, to uphold professional standards and to enhance its recognition by the community.

In reviewing the implementation of the changes to the accreditation procedures that were introduced in 1983, the Board believes that the colleges have demonstrated clearly that the enhanced recognition of their autonomy has had favourable outcomes. As the Board looks into the future, it believes that the accreditation procedures to be set in place should facilitate the response by teacher education institutions to their own analyses of the changing scene and should enable them the to initiate, within broad guidelines, program modifications and innovations.

As is evident from other sections of this Report, the Board believes that teacher education is of such vital importance to the quality of education that the continuous review of and provision of advice on teacher education should remain a function of a collegial body having representation from and close collaborative links with teacher education institutions, employing authorities, the teaching profession, teacher organisations and the general community.

The Board recommends

28. **that, in order to assure the continuing promotion of the quality of teacher education in Queensland, there be an appropriate mechanism for providing advice to the Minister on the following group of interrelated and interdependent activities:**

    (i) **the continuous review of desirable developments in teacher education;**

    (ii) **the accreditation of teacher education courses and awards;**

    (iii) **the promotion of cooperation and collaboration among higher education institutions, employing authorities and the teaching profession in the development and improvement of teacher education;**

    (iv) **the fostering of research into teacher education and the dissemination of information relevant to teacher education;**

    (v) **the monitoring of teacher supply and demand;**

    and, as we have discussed in Chapter 9,

    (vi) **the maintenance of a comprehensive system of teacher registration.**

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4. *Teacher Education in Queensland*. (1971) Report of the Committee appointed to Review Teacher Education in Relation to the Needs and Resources of Queensland and to make Recommendations on the Future Development of Teacher Education. (Chairman: G.K.D. Murphy). Department of Education, Queensland; Brisbane.
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APPENDIXES

APPENDIX I

A. FUNCTIONS AND POWERS OF THE BOARD

(a) To keep teacher education in Queensland under continuous review and to make reports and recommendations to the Minister thereon;

(b) To be responsible to the Minister for the registration of persons entitled to be registered as teachers under this Act;

(c) To be responsible for the accreditation of teacher education courses for the purposes of registration;

(d) To confer and collaborate with the Board of Advanced Education on aspects of teacher education;

(e) To appoint such committees as it thinks fit to assist and advise it in the performance of its functions under this Act;

(f) To appoint staff as necessary to fulfil the Board's functions;

(g) To perform such other functions as are prescribed by the Governor in Council;

(h) To furnish to the Minister as soon as practicable, but not more than three months after the thirty-first day of December in each year, a report of its work and activities during the year.

Education Act 1964-1984, Section 51D

B. MEMBERSHIP OF THE BOARD DURING PROJECT 21

Chairman

Emeritus Professor B.H. Watts, O.B.E., B.A., B.Ed., Ph.D.(Qld), F.A.C.E.,
Consultant in Education

Members

Mr N.D. Alford, B.A., M.Ed.(Qld), F.A.C.E.,
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Senior Lecturer, Department of Education, University of Queensland
(from March 1986)

Rev. C.L. Bullock, B.Sc.(Syd.), Dip.Ed.(N.E.), M.Sc.(Macq.), M.A.C.E.,
Principal, All Souls' and St Gabriel's School, Charters Towers

Mr A.E. Druery, B.A., B.Ed.St., M.Ed.Admin.(Qld), M.A.C.E.,
Director, Queensland Catholic Education Office

Mr L.M. Dunne,
Executive Officer, Federation of Parents and Friends Associations of Queensland

Professor G.T. Evans, B.Sc., B.Ed., Ph.D.(Qld), M.A.Ps.S., F.A.C.E.,
Professor of Teacher Education, University of Queensland (until January 1986)

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Miss M.J. Gibson, B.A.(Hull), Dip.Teach.(Mercer House),
Subject Mistress, Brisbane Girls Grammar School (on secondment to Board of Secondary School Studies) (from August 1985)

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Senior Mistress, Keebra Park State High School, Southport

Mr K.E. Imison, B.A.(Hons), M.Ed.(Hons)(Syd.), A.L.A.M.,
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Mr A.R. Johnson,
Principal, Rangeville State School, Toowoomba

Dr G.A.G. Jones, B.Sc., B.Ed.(Hons)(Qld), M.A.(San Diego), Ph.D.(Indiana), F.A.C.E.,
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(until April 1986)

Mr G.J. Jones, B.Sc., B.Ed.(Hons)(Qld), M.A.(San Diego),
Principal, Kelvin Grove Campus, Brisbane College of Advanced Education
(from May 1986)

Rev. Sister Patricia M. Nolan, B.A.(Qld), M.Ed.Admin.(N.E.),
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Mr T.B. Sullivan, B.Ed.(KGCAE),
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Mr J.A. Tainton, B.A., B.Ed.St.(Qld), M.Ed.Admin.(N.E.),
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C. STANDING COMMITTEES OF THE BOARD OF TEACHER EDUCATION CONCERNED WITH TEACHER EDUCATION AND REGISTRATION, 1986

Teacher Education Review Committee

Chairman

Emeritus Professor B.H. Watts, O.B.E., B.A., B.Ed., Ph.D.(Qld), F.A.C.E.,
Consultant in Education

Members

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Chairman, School of Education, Capricornia Institute of Advanced Education

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Director, Gold Coast College of Advanced Education

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Rev. Sister Patricia M. Nolan, B.A.(Qld), M.Ed.Admin.(N.E.),
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Principal, All Souls' and St Gabriel's School, Charters Towers (from April 1986)

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English Language Assessment Committee

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Subject Mistress, Kingston State High School

APPENDIX II

MEMBERSHIP OF PROJECT 21 PHASE I WORKING PARTIES

Members are listed with their positions and academic qualifications as at the time of membership of the Working Party. Board members are indicated thus: *.

Working Party on Social Contexts of Teaching

Chairman

*Emeritus Professor B.H. Watts, O.B.E., B.A., B.Ed., Ph.D.(Qld), F.A.C.E.,
Consultant in Education

Members

*Mr N.D. Alford, B.A., M.Ed.(Qld), F.A.C.E.,
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Coordinator of Multicultural Education, Special Programs Operation Branch, Division of Planning and Special Programs, Department of Education, Queensland

Mrs B.J. Galtos,
Secretary, Queensland Council of Parents' and Citizens' Associations

Mr A.W. Goldsworthy, O.B.E., B.Com.(Qld), M.Sc.(Griff.), D.P.A.(Qld), A.A.U.Q., F.A.S.A., C.P.A.,
General Manager and Chief Executive, SGIO Building Society

*Mrs A.M. Goninon,
Senior Mistress, Keebra Park State High School, Southport

Rev. R. McKeirnan, M.A.(Fordham),
Deputy Director, Queensland Catholic Education Office

Dr I. Lowe, B.Sc.(N.S.W.), D.Phil.(York,U.K.),
Senior Lecturer in Science Technology and Society and Director, Science Policy Research Centre, Griffith University

Professor F.D. Schofield, M.A., M.D., B.Ch.(Cantab.), F.R.C.P., D.T.M. & H.(London), M.R.C.S.(Conjoint),
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Dr R.A. Smith, B.Ed., B.A.(Hons), Ph.D.(Qld),
Reader in Education, University of Queensland

Working Party on Educational Contexts

Chairman

Mr N.D. Alford, B.A., M.Ed.(Qld), F.A.C.E.,
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*Mr N.H. Fry, B.A., B.Sc., B.Ed.(Melb.), M.Ed.Admin.(Qld), M.A.C.E.,
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Mr G.J. Swan, B.Ed., M.Ed.Admin., M.Ed.St.(Qld),
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Working Party on Roles and Competencies of Teachers

Chairman

*Mr J.A. Tainton, B.A., B.Ed.St.(Qld), M.Ed.Admin.(N.E.),
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Working Party on Student Needs

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Working Party on Teacher Education - Models and Pre-Service

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Working Party on Induction

Chairman

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Mr I.J. Weir,
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Working Party on In-Service Teacher Education

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APPENDIX III

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APPENDIX IV

RECURRING CONCERNS IN MAJOR REPORTS ON TEACHER EDUCATION

This appendix presents in tabular form an analysis of a selection of major recent reports either on teacher education itself or on a topic which impinges directly on teacher education.

A number of recurring concerns have been identified in the following areas:

- improvement of outcomes of schooling,
- recruitment and selection,
- concept of professional development of teachers,
- pre-service teacher education,
- continuing professional development,
- teacher educators,
- research and development in teacher education institutions,
- reviews of teacher education programs,
- heightened valuing of teacher education.

The reports selected for analysis are:

Australia

- Australian state and national enquiries into teacher education 1979-80 (areas of agreement as identified by Coulter and Ingvarson, 1985 (see below)).
- Schools Commission. (1979) Issues in Teacher Education: a Discussion Paper. Canberra.

  Commonwealth Schools Commission. (1985) Quality and Equality: Commonwealth Specific Purpose Programs for Australian Schools. A Report by the Commonwealth Schools Commission on its Review of the Specific Purpose Programs. Canberra.
- Quality of Education Review Committee. (1985) Quality of Education in Australia: Report of the Review Committee. AGPS, Canberra.
- Coulter, F. and Ingvarson, L. (1985) Professional Development and the Improvement of Schooling: Roles and Responsibilities. A Report to the Commonwealth Schools Commission.
- Commonwealth Tertiary Education Commission and Commonwealth Schools Commission. (1986) Improving Teacher Education. Report of the Joint Review of Teacher Education.
- Commonwealth Tertiary Education Commission. (1986) Review of Efficiency and Effectiveness in Higher Education. Report of the Committee of Enquiry. AGPS, Canberra.

United Kingdom

- Department of Education and Science. (1983) Teaching Quality (Whaite Paper). Cmnd. 8836, HMSO, London.

United States

- Carnegie Forum on Education and the Economy, Task Force on Teaching as a Profession. (1985) Teachers for Our Children: The Carnegie Plan. Washington, D.C.
- National Commission for Excellence in Teacher Education. (1985) A Call for Change in Teacher Education.
- Holmes Group. (1986) Tomorrow's Teachers: A Report of the Holmes Group. East Lansing, Michigan.

APPENDIX IV

RECURRING CONCERNS IN MAJOR REPORTS ON TEACHER EDUCATION

	AUSTRALIAN STATE AND NATIONAL ENQUIRIES INTO TEACHER EDUCATION, 1979-80 (areas of agreement as identified by Coulter and Ingvarson, 1985)	COMMONWEALTH SCHOOLS COMMISSION ISSUES IN TEACHER EDUCATION, 1979 PLUS QUALITY AND EQUALITY, 1985	QUALITY OF EDUCATION IN AUSTRALIA, 1985	COULTER AND INGVARSON, 1985: REVIEW OF THE COMMONWEALTH PROFESSIONAL DEVELOPMENT PROGRAM	CTEC/CSC, 1986: IMPROVING TEACHER EDUCATION	CTEC: REVIEW OF EFFICIENCY AND EFFECTIVENESS IN HIGHER EDUCATION, 1986	UK: TEACHING QUALITY, 1983	US: CARNEGIE FORUM ON EDUCATION AND THE ECONOMY, 1986: TEACHERS FOR OUR CHILDREN	US: NATIONAL COMMISSION FOR EXCELLENCE IN TEACHER EDUCATION, 1985: A CALL FOR CHANGE IN TEACHER EDUCATION	US: HOLMES GROUP, 1986: TOMORROW'S TEACHERS
1. IMPROVEMENT OF OUTCOMES OF SCHOOLING	Dependence of quality of education on effective programs of teacher development.	Close link between quality education and professional development.	Dependence of improved outcomes from schooling on well-educated, adaptive and innovative teachers.		A major component of quality education is the adequate supply of professionally competent teachers, and therefore this is critical to improved educational outcomes for all students.		The teacher force is the major single determinant of the quality of education.	Advancing technology and the changing terms of international trade mean that America must now provide to all students a quality of education reserved until now for a fortunate few. Improvements are essential to prevent erosion in the American standard of living.		Attracting high quality teachers is a key component of educational reform.
	Need for greater awareness of effects of social and technological change on expected roles of teachers and schools. Need to confront the challenges of the technological future. Need for education to equip people to cope with change. Need, in a multicultural society, to enhance the teaching of English as a second language, of community languages and of intercultural perspectives.	Rising community expectations, rapidly changing technological knowledge and changes in the domestic economy demonstrate an urgent need for: . an overall improvement in student educational performance; . an increase in the level of participation in schooling; . more equitable outcomes from schooling (for girls, for the disadvantaged, for minorities, for those with disabilities, for the isolated.	Need for the education system, in changing economic context, to enhance the development of appropriate attitudes, of skills and ingenuity. Need for schools to raise students' general competencies: . acquiring information; . conveying information; . performing logical processes; . undertaking tasks as an individual; . undertaking tasks as a member of a group. Need for teachers to identify, and feel confident and competent in their teaching of, students suffering educational disadvantage.	The quality of education reflects the quality and capacity of the teaching force to meet the changing needs of students.	Need for attention to emerging priority areas - disadvantaged students; girls and maths and science; Aboriginal children in traditional areas.					
2. RECRUITMENT, SELECTION										
Recruitment	Since the issue of teacher supply had been largely resolved, qualitative issues in teacher education were more important than questions of supply and demand.		Need to raise status and reputation of teaching as a career; the combination of a poor public image, constrained opportunities for advancement and alternative avenues of employment likely to restrict the profession's capacity to attract and retain high calibre teachers.				Because of demand projections, teaching may need to acquire a significantly higher share of the national output of new graduates.	Major action required because of predicted steep increase in demand for teachers, an even steeper decline in the supply of talented college graduates willing to consider teaching as a career, and because of the need for more highly qualified teachers.	Need for a campaign to attract more able candidates into the teaching profession - America moving from a surplus to a shortage of teachers.	
	Need for improved publicity about teaching as a career.	Possible need to provide incentives to attract suitable people to the teaching profession.					Need for further action to promote the recruitment of academically well-qualified people.	Need to attract large numbers of people to teaching who have the intellect and drive necessary to be successful in the professions.		
							Teachers' professionalism should be encouraged by improved policies for career development within schools and local authorities. The salary structure should be designed to offer relatively greater rewards to the best classroom teachers as well as to encourage good teachers to seek wider responsibilities in senior posts.	Therefore, need for policies that treat teachers like professionals. Need for higher pay, increased autonomy and differentiation of the profession (lead teachers, teachers, adjunct teachers, assistant teachers) accompanied by certification of high level of competence.	Need for fundamental changes in working conditions - salaries, advancement opportunities, work environments, status and autonomy, so that these are compatible with professional status.	Need for changes in structure of schools to make them compatible with the requirements of a new profession; attracted only if the rewards of teaching and opportunities for professional advancement are commensurate with the heightened educational requirements; hence the need for a differentiated structure (career professional teacher, professional teacher, instructor).
	Need to attract entrants from a broader cross-section of the community and need to remove barriers to participation by the physically disabled.	Need to ensure recruits come from a broad range of socio-economic and ethnic groups. Need to encourage recruitment of mature-age people.	Possible advantages in offering more places to mature-age people.		Need for teacher education institutions to pursue actively a policy of admission to both primary and secondary pre-service programs for people with relevant backgrounds in TAFE, with consideration of advanced credit standing.		Need for recruits with broad and diverse backgrounds.	Need for recruitment of able candidates from minority and low-income backgrounds.	Need for special programs to attract capable minority candidates.	Need to increase significantly the number of minorities in teacher education programs and for teacher education students to reflect the nation's obligation to a multicultural society.

	AUSTRALIAN STATE AND NATIONAL ENQUIRIES INTO TEACHER EDUCATION, 1979-80 (areas of agreement as identified by Coulter and Ingvarson, 1985)	COMMONWEALTH SCHOOLS COMMISSION ISSUES IN TEACHER EDUCATION, 1979 PLUS QUALITY AND EQUALITY, 1985	QUALITY OF EDUCATION IN AUSTRALIA, 1985	COULTER AND INGVARSON, 1985: REVIEW OF THE COMMONWEALTH PROFESSIONAL DEVELOPMENT PROGRAM	CTEC/CSC, 1986: IMPROVING TEACHER EDUCATION	CTEC: REVIEW OF EFFICIENCY AND EFFECTIVENESS IN HIGHER EDUCATION, 1986	UK: TEACHING QUALITY,1983	US: CARNEGIE FORUM ON EDUCATION AND THE ECONOMY, 1986: TEACHERS FOR OUR CHILDREN	US: NATIONAL COMMISSION FOR EXCELLENCE IN TEACHER EDUCATION, 1985: A CALL FOR CHANGE IN TEACHER EDUCATION	US: HOLMES GROUP, 1986: TOMORROW'S TEACHERS
2. RECRUITMENT, SELECTION **Recruitment (contd)**			Incentives may be necessary for recruitment of teachers in subject area shortages. Need for provision of differential rewards and incentives to raise general teacher quality.							
Selection criteria	. Literacy and numeracy . High academic standards, with the application of minimum entry standards; however, need for flexible policies to permit representativeness of the teaching work force.	. Thorough mastery of basic literacy, numeracy and oral skills. . Need to foster self-selection rather than application of more rigorous screening tests.	. Problems are noted (WA and Vic.) in relatively low level of performance in tertiary admission scores of entrants to teacher education.		For primary teachers, desirable for at least one unit of mathematics and a science subject to Year 12 level (or bridging courses prior to or concurrent with teacher education).		. Selection should improve and all institutions should review their procedures for assessing the intellectual and personal qualities of candidates and their professional potential; all candidates should be interviewed. . Requisite: minimum O level Grade C or CSE Grade 1 in Enclish and mathematics or equivalent standards of literacy and numeracy.	. Completion of a sound undergraduate education before admission to teacher education.	. Admission should be based on rigorous academic and performance criteria - demonstration of above-average collegiate-level scholarship, good critical thinking skills and competence in communication skills.	. Candidates to be required to demonstrate proficiency in oral and written forms of communication. . Completion of undergraduate education before admission to teacher education. . Candidates to possess superior intellectual talent and to appear capable of exerting educational leadership; students in the lowest quartile of the college population nationally to be denied admission into teacher education programs for career professionals.
	Desirability of permitting deferred entry for school leavers so that they might obtain work experience.	Desirability of experience in schools prior to admission to teacher education.			More mature people, with a range of qualifications and skills wider than those which may be acquired at school should be admitted to teacher education programs.		Desirability of breaking the school cycle, with some experience in industry or commerce prior to teacher education. High desirability of entrants acquiring teaching experience prior to teacher education.	Two broad purposes for continuing staff development programs: parochial and universal; the universal function is keeping up in one's field and with research and new practice in teaching and learning generally.	Teacher education is not a single, time-bound activity, but a continuing process of career development.	
3. CONCEPT OF PROFESSIONAL DEVELOPMENT OF TEACHERS	Teacher development is a continuing process, beginning with pre-service teacher education, continuing into induction during the first years of teaching, and then into a period of ongoing professional development. Pre-service training is incomplete and is necessarily only a beginning of a career of self-motivated professional development. Recognition of impossibility for pre-service teacher education to cover all the required knowledge and skills.	Continuous development of skills and knowledge is widely accepted as fundamental to the teaching profession.	State and national reviews: Impossibility of pre-service training spanning all the knowledge and skills which would be required by teachers in their professional careers.	Teacher quality may be enhanced by carefully structured programs of teacher education, both pre-service and in-service.	Teachers need a considerable period of experience in teaching before they can fully assimilate broader issues and respond to changing educational priorities. Once established in the workforce, teachers are able to use specialised in-service and post-experience programs to supplement the basic knowledge and understanding their pre-service preparation has given them.		There is no major profession to which a new entrant, however thorough his initial training, can be expected immediately to make a full contribution. Teachers in their first teaching posts should be released part-time and should participate in a systematic program of induction. All teachers need from time to time to avail themselves of in-service training.	Two broad purposes for continuing staff development programs: parochial and universal; the universal function is keeping up in one's field and with research and new practice in teaching and learning generally.	Teacher education is not a single time-bound activity, but a continuing process of career development.	The improvement and professionalisation of teaching depe..ds ultimately upon providing teachers with opportunities to contribute to the development of knowledge in their profession, to form collegial relationships beyond their immediate working environment, and to grow intellectually as they mature professionally. The improvement of teacher education depends on the continuing development of systematic knowledge and reflective practice.
4. PRE-SERVICE TEACHER EDUCATION **Length and structure of programs**	A majority of the reportst four years of pre-service training is desirable for all levels of teaching. Two enquiries still regarded three years as acceptable (Vic., WA). Queensland urged a different model: either three years pre-service, then experience, then equivalent of a further year's study (3+x+1), or, in the case of end-on diplomas, 4+x+1. Endorsement of a diversity of models, but recognition of the constraints of a one-year end-on program.	A case for same length of training for primary and secondary teachers. All teacher education students should have a continuous period (e.g. six months) before or during the program as teacher aides.		The length of pre-service precludes specialised study of many of the Commonwealth priority areas which are generally optional at present. The minimum requirement is four years (all of which need not be taken pre-service). The end-on diploma year is unrealistic.	Support for the existing patterns. Opposed to lengthening course for primary and early childhood teachers since it is by no means clear that the educational arguments in favour of the introduction of four-year training for all teachers are sufficient to justify the substantial additional cost. Support for the 3+e+1 model; teachers should complete the fourth year without undue delay. There should be an examination of various options for enabling the equivalent of a fourth year of study to be undertaken by those who wish to pursue it. Institutions are encouraged to propose other structures for training secondary teachers which would give extensive practical teaching experience within the framework of the equivalent of a four-year award. There should be an examination of the possibility of four-year bachelor degree programs to produce teachers for upper primary/lower secondary classes. Need for institutions and state authorities to examine critically use of calendar year - (the training year should be not less than 38 weeks).		Government had adopted the target of an all-graduate teaching profession. Need to strengthen subject expertise in secondary teaching; in general this points to the PGCE route. Need to retain B.Ed. courses for training in subjects where the opportunities are limited for a first degree route to PGCE and for areas of shortage (mathematics). Need to lengthen PGCE courses to a minimum of 36 weeks.	Differentiated training for differentiated workforce structure. Four years are insufficient to master the subjects to be taught and to acquire the skills to teach them. Abolish undergraduate teacher education, with professional education conducted solely in graduate colleges. Four-year liberal arts degree plus two years' teacher education (Master of Arts in Teaching). The structure of the two years: a summer session (professional courses), followed by a nine-month internship in several schools, a summer session (professional courses), followed by a nine-month residency in a school with substantial responsibility, supervised by a master teacher and perhaps undertaking additional graduate courses. For lead teachers: a Doctorate of Arts in Teaching.	Extended length of training; the educational needs of teachers should determine the length of programs.	Phase out undergraduate teacher education.

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4. PRE-SERVICE TEACHER EDUCATION Length and structure of programs (contd)		Problems in specialised training re enacting "generalised" teacher role in lower secondary schools.	If teachers were trained to teach at both primary and secondary levels, this would provide a higher degree of flexibility to cope with changes in the distribution of enrolments.							
Responsiveness to change	Need for pre-service courses to be more responsive to changes in school systems and to social and technological changes which impinge on school curricula, school organisation and the role of the teacher. Need for recognition of implications of Australia, a multicultural society.	Need to encourage training institutions to provide flexible training courses to take account of experiences and age of recruits.	Pre-service teacher education can undoubtedly be improved.	Recent expansion in demands, with professional teacher education now expected to be provided in a range of new areas.						
Content and goals	NITE recommended a core of studies and learning experiences for all pre-service programs: - subject disciplines and other dimensions of knowledge, understanding and experience; - the organisation of learning: curriculum design and teaching methodology; - human growth and development; - theory of education: interdisciplinary, integrated and related to the practice of teaching and learning; - studies in contemporary culture: Australian society in its national and international settings, social trends, economics, politics, ideologies and values; - methods of inquiry and research; - practical experience: in classrooms and other community and work environments.	Three objectives: (a) extend the general education of the students - not only the acquisition of a wide range of theoretical and practical knowledge in many disciplines but also the opportunity to explore and acquire values and attitudes which will serve both the individual and the society; (b) opportunity to gain skills in dealing with people and the teaching techniques necessary for professional practice; (c) develop within the individual a clear set of professional goals and the motivation to seek their attainment.	Pre-service teacher education can undoubtedly be improved and CTEC should give active leadership forthwith towards that end.	Little detailed analysis in State and national reports of implications for teacher development of areas which have now emerged as priority areas of the Commonwealth and most State/Territory systems. Need to address new issues as themes within existing courses rather than through a proliferation of new courses.	Supports NITE statement of goals and core content, and recommends a review of pre-service teacher education along the lines of the CTEC major discipline assessments in tertiary education to assess the extent to which institutions have responded to the emergence of changing priorities in primary and secondary education.		Depth and rigour of initial training must be wholly commensurate with the standards which obtain generally in British higher education.	The need for a first-rate professional education; if expertise is the hallmark of professionalism, there must be an opportunity to acquire the necessary expertise.	Each teacher education program should be an exacting, intellectually challenging integration of liberal studies, subject specialisation from which school curricula are drawn, and content and skills of professional education.	
Subject matter studies	Need for all teacher education students to have academic training (as distinct from their pedagogical studies) in at least one of the disciplines. Need for all teacher education students to attain acceptable levels of literacy and numeracy.						Throughout primary education, the collective expertise of the teachers in a particular school must reflect all the major aspects of the curriculum to be taught. All primary teachers should be equipped to take a particular responsibility for one aspect of the curriculum, to act as consultants to their colleagues on that aspect and, where appropriate, to teach it to classes other than their own. For all teachers, at least two full years' course time devoted to subject studies at a level appropriate to higher education (primary: a wide area of the curriculum might constitute the student's specialisation and the content should include the application of the subjects involved to the learning of young children; secondary: one or two subjects of the secondary curriculum).	Equal in importance to the subjects studied is the kind of knowledge students have about those subejcts. Prospective teachers must not only know what is held to be true in a given domain of knowleldge, but why it is worth knowing, how it fits together with other propositions to form a whole structure of knowledge in a field, and how general propositions can be applied to particular problems. That is, they need a sound conceptual grasp of the field, an understanding of characteristic modes of enquiry and skills both in framing problems and in applying the knowledge gained to the solution of problems. Need for this sort of mastery holds even more for prospective elementary than for secondary teachers. Need also for effective teaching techniques, that is, those appropriate to teaching particular concepts in individual fields. Important for prospective teachers, because they will model their own teaching behaviour on that of their college professors.	The academic specialisation for secondary school teachers should be in the field(s) to be taught. Every elementary teacher should have an extended liberal arts program in the content areas of the elementary school, as well as specialisation in child development with particular emphases on language and thinking.	Major in an academic subject - would increase understanding and appreciation for subject matter depth and mastery. For elementary teachers, study in multiple areas of concentration (each equivalent to a minor) in the subject fields for which teachers assume general teaching authority and responsibility. For secondary teachers, significant graduate study in their teaching field and area concentrations in all other subjects they would teach.

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4. PRE-SERVICE TEACHER EDUCATION **General-liberal education**	See above.	See above.						A rigorous curriculum in undergraduate liberal arts that embraced a common core of history, government, science, literature and the arts. That core should provide the substantive content within which students develop the essential skills of comprehension, computation, writing, speaking and clear thinking. It should connect college students to our history and culture and develop in them the knowledge and values for a democracy. It should enable them to know enough about both the theory and applications of science and technology so that they can educate others to feel at home in a world in which technological advance is amongst the strongest forces driving social and economic change. It should develop aesthetic sensibilities and creative impulses not only because they are essential to the human spirit but because these college graduates will be called upon to impart these qualities to their own students, to whom they will be important as members of a workforce that will be called on increasingly for its creativity and its inventiveness.	All teacher education students should continue to meet at least as extensive general or liberal education requirements as other college or unviersity students. Liberal education should be a cohesive, planned program, not merely an accumulation of courses scattered across a number of departments. To be included: . sociology, anthropology, psychology (to foster an appreciation of different cultures and heritages) . literature, history, language and the arts (to understand the context of their world, and to value profoundly learning, ideas and artistic expression).	Need to recognise the central importance of a strong liberal arts education. Of all professions, teaching should be grounded on a strong core of knowledge because teaching is about the development and transmission of knowledge. Three major components in general-liberal study are recommended: . studies of basic cultural knowledge (cultural literacy); . knowledge regarding knowledge itself; . knowledge about people. Need for changes in present liberal arts programs.
Professional studies	Several reports queried the place of theoretical studies in pre-service, preferring to see them as part of in-service development. Need for content of courses to be relevant to the actual task of teaching. Need for greater emphasis on specific aspects of professional education. Need for assistance to teacher education students to work effectively with parents and the wider community.	Objective (b) Opportunity to gain skills in dealing with people and the teaching techniques necessary for professional practice. Need to design programs so that primary and lower secondary level teachers particularly are better equipped to carry out general teaching tasks with the full range of children and are able and prepared to accept responsibility for ensuring the basic competence of all their charges in fundamental skill areas.	For many teachers, initial training does not include detailed attention to the ways in which students learn to read, write, converse and calculate; many do not have the range of skills necessary to assist students experiencing difficulty in reading.		Pre-service programs should be directed to improving the preparation of teachers in such a way as to enhance their competence during their first years in the workforce and especially in those areas which prepare them to meet the needs of students with diverse backgrounds and differing levels of achievement.		For all teacher education students, adequate attention to teaching method in thechosen main subjects, differentiated by age of intended pupils. For all primary teacher education students, a sufficient and substantial element concerned with language and mathematics development (100 hours on each). For all teachers, attention to promoting the learning of the diversity of pupils and to non-classroom aspects of the teacher's role.	Need for real mastery of what several decades of research on education have revealed about effective teaching. Primary purpose of graduate program: to prepare the candidate to take maximum advantage in the classroom of the research on teaching and the accumulared craft knowledge of exceptional teachers, to develop their own skills at instruction and classroom management, to develop both the habit and the skills for reflecting on their own practice of teaching and to lay a strong base for continuing professional development.	Need for a strong background in professional education - systematic study and application of pedagogy. Need for systematic instruction in the organised research and experience-based information about teaching and how to use the knowledge generated through research. Need to understand the conceptual relationships of the ideas and facts they learn in advanced academic courses in college to those that are appropriate to teach in elementary, middle and high schools.	Need for a thorough reassessment of the pedagogical curriculum and the development of a strong, coherent program of professional education. Need for an ethos of enquiry to permeate teacher education programs. Need for the creation of significant opportunities for teacher education students to develop collegial and professional norms.
Practicum/ clinical studies	Concern that the practicsm was not achieving its full potential. Need for more emphasis on quality of practicum rather than just its length. Problematic aspects where improvements were needed: . clarity re goals of practicum and their relationship to the total course; . involvement in planning and implementation by schools and supervising teachers; . supervision by carefully selected and well-trained practitioners; . the number of schools involved; . opportunities for exchange between staff in the schools and the training institutions; . minimum acceptable length ; . breadth of field experience; . payment of supervisors (alternative forms of payment recommended); some saw supervision as part of the professional role of teachers for which no special payment should be made.	Need for regular contact between system administrators, practising teachers and staff of training institutions and exchange of staff. Most pre-service courses have yet to solve the problem of broadening the life experiences of the young recruit. Payment of supervisors should be reviewed; the teaching profession has a responsibility as a professional group for the development of its own members.			Need for an examination of the roles and responsibilities of training institutions, the teaching profession, employers and schools in relation to the practical teaching components of pre-service teacher education courses, with a view to seeking improved arrangements. Consideration should be given to payment to schools rather than individual teachers. Steps should be taken to ensure the funds are spent in the most beneficial way.		For all teacher education students, studies closely linked with practical experience in school, and involving the active participation of experienced practising school teachers. The length of this practice teaching should be 15 weeks in PGCE and three-year B.Ed. and 20 weeks in the four-year B.Ed.	Grounds for considering two particular approaches: . a clinical instruction mode (characterised by close interaction between formal instruction in teaching, actual teaching experience and a form of coaching that encourages reflection on teaching practice); . the case method (using teaching "cases" which illustrate classic problems the teacher will face).	Need for extensive experience teaching in real and simulated circumstances and to have this teaching analysed and criticised in accordance with educational science and pedagogical information that is taught in their college or university classes. Need for coherent integration of formal instruction and field work.	Clinical experience presents some of the most serious problems with existing teacher education. The clinical component of teacher education must be integrated more systematically with research on professional practice, with the reconstruction of the pedagogical curriculum, and with the development of the profession. There should be clinical experience in a number of settings, focused on the systematic development of practice. Need for Professional Development Schools if prospective and practising professionals are to experience excellence in teaching and schooling integral parts of the university's "learning community" in teacher education.

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4. PRE-SERVICE TEACHER EDUCATION **Induction**	Adequate induction mandatory for continued professional growth. Need for a carefully planned induction and for special support from an experienced colleague. This phase seen as critically undervalued in contemporary practice in making new appointments.						Beginning teachers need, and should be released part-time, to profit from a systematic program of professional initiation and guidance, and further study where necessary. They should have reduced teaching loads and receive other appropriate support.	Note, as above internship and residency requirements.	New teachers should complete an induction period or internship of at least one year's duration.	During the induction year, new teachers should complete successfully a half-time teaching internship and concomitantly continue their academic study. Supervised by clinical faculty, interns teach children half of their time, and participate in teaching clinics, engage in action research and study curriculum. The intent is to prepare teachers who can learn from teaching, not merely survive it.
5. IN-SERVICE CONTINUING PROFESSIONAL DEVELOPMENT (Link with 3. above: Concept of the Professional Development of Teachers)	Need for recognition of importance of the in-service phase.	The 1985 recommendations of the Commission place an emphasis on the professional development of teachers as a major contribution to a quality education for all children. It recommended that all specific purpose programs should include professional development as a major activity in support of the objectives set out for each program.	In-service should be a high priority for Commonwealth programs; such a priority is in contrast to the severe reduction in the scale of the Commonwealth's contribution to professional development since 1976. In-service should be directed to a variety of goals.	Rather than being seen as integral to planning for education change, teacher development has sometimes been seen as an adjunct to it. Need, in planning of programs in Commonwealth priority areas for a detailed analysis of the skills which teachers will require to implement the programs, together with guidelines for effective in-service education and for an identification of the teacher development strategies which might be used. Need for teacher development in each priority area; many mainstream teachers have scarcely been touched significantly by many of the priority areas.	In-service should be a high priority in all specific purpose programs. Need for the Professional Development Program (CSC) is greater now than it was ten years ago. Need for the promotion of more effective practices in in-service education; much in-service activity related to particular curriculum changes is superficial and inadequate. Endorses the approach to intensive in-service developed in the ELIC project, particularly when teacher training institutions are involved.		Need for in-service training to be given priority. Need for increase in proportion of teacher time devoted to in-service. Need for in-service problems to be managed within the resources available for education and in a manner which preserves and fosters professionalism and commitment among teachers, protects the curricular opportunities of pupils and maintains a sound base for future development. Need for a closer and clearer relationship between training (including in-service training), experience and qualifications on the one hand and deployment - including promotion - on the other. Importance of in-service training for senior staff in schools.	Need for in-service to serve two broad purposes: parochial (activities that relate to purely local purposes) and universal (keeping up in one's field and with research and new practices in teaching and learning generally).	Need for teachers to be provided professional development activities and incentives so that they can consistently improve their performance. Need for staff development programs to be based on research findings on effective development practices.	Proposed Professional Development Schools (see Section 4. above) would provide an appropriate environment.
Responsibility	Responsibility for providing in-service opportunities: employing authorities (in cooperation with the profession); responsibility for participation: the teachers. Need for clarification of expectations and definition of responsibilities and areas of need.	Need for in-service that will involve the participants in planning of in-service.			Need for employer support (encouragement of teachers to participate and willingness to make suitable replacement arrangements.		LEAs, as employers of most teachers, must bear the primary responsibility for providing in-service training, including school-based training. Steps are being taken in 1983-84 to introduce a scheme of central government grants intended both to increase the total amount of in-service training and also to concentrate part of that training on certain key areas. These grants will provide for the release of over 3,000 teachers on courses of varying lengths. Funds have also been earmarked within the Department's regional course program for the provision of relevant courses and the Government will fund from 1983-84 a national project to support appropriate training courses and activities.		Provision of in-service opportunities is the shared responsibility of the entire educational community - school districts, higher education, professional organisations and the states. Need for state boards of education to set as their top priority the improvement of the professional development of teachers.	
Variety of forms and goals	Recognition of the existence of and need for a variety of forms: formal award, non-award in-service, and school-based in-service.	Need to ensure balance between services provided to assist individual teachers and the in-service education needs of school systems and schools.	Need for balance between needs of individual teachers and those of the whole school. Need for in-service to promote revitalisation of a static teaching force with limited promotional opportunity.							

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5. IN-SERVICE CONTINUING PROFESSIONAL DEVELOPMENT Teacher education institutions	Formal award: an insufficient range of specialist courses available. Need for tertiary institutions to give more attention to identifying areas of professional need in schools. Need for tertiary institutions to offer more non-award short courses (with attention to funding implications).	Continuing need to provide opportunities for teachers to upgrade their skills and for some to gain additional qualifications in specialist fields. Need to increase access. Need for CAEs to give greater emphasis to the provision of shorter courses designed specifically to meet the practical day-to-day in-service needs of teachers. Need to develop courses based on practical research by teachers in their own classrooms.	Need for closer collaboration between schools and tertiary institutions in the provision of in-service. Desirability of higher education institutions offering non-award courses, either on their own initiative or under contract to school authorities.	Need for provision within the tertiary sector to provide categorical funding for the establishment of teacher development programs relevant to Commonwealth priority areas. Need for increasing capacity for tertiary institutions to integrate their resources with the overall planning and provision of in-service (short and medium term courses, ongoing school-based consultancy) plus flexibility to enable credit towards awards.	Need for an examination of the need to rationalise the development, provision and opportunities for post-experience study by practising teachers. There is a case for greater collaboration between CAEs and universities in postgraduate studies. Need for high priority to addressing need for professional development in all Commonwealth specific purpose programs. Need for more active participation in in-service development by tertiary institutions. Need for more sustained efforts to develop more productive coordination between the school and tertiary sectors in the planning, development and implementation of programs. Proposes that the two Commissions explore with employing authorities and the higher education institutions how new forms of in-service education might be developed on a contractual basis, with the higher education institutions as providers. Proposes that a proportion (up to 20%) of resources used by higher education institutions to provide award courses to practising teachers be available for specialised in-service activities in conjunction with employers and schools, such courses to be eligible for credit towards a bachelor's degree or postgraduate diploma.	Recommended that institutions examine the potential for offering additional courses outside normal academic periods. Recommended that masters level programs in advanced education continue to be limited to areas not adequately catered for by universities. Recommended that doctoral programs may be approved for Commonwealth funding in CAEs (under stipulated conditions). Recommended that over the next two triennia all universities move to reduce the range and number of disciplines in which they offer higher degree courses, particularly at the Ph.D. level. Recommended a rationalisation of external studies activities in higher education.		Presently a major share of teachers' salaries is determined on the basis of education credits gained after they join the teaching force. It is a pernicious system. Teachers shop around for the least demanding courses, offered at the most convenient time and place. There is little reason to believe that many of the courses selected contribute much to professional competence. This system should be discontinued. The doctoral program would include a more ample exposure to the work of those who have thought most deeply about educational philosophy, to the key issues in the history of education and to educational policy issues than is possible in the context of the Master of Arts in Teaching program.		
School-based	School-based: strongly supported. Professional development should be closely related to the development, implementation and evaluation of school curriculum; consequently an essential step towards effective in-service education is the formulation of school staff development policy.	Need for more resources to be directed towards leadership development activities for principals. Need for community involvement in in-service programs.	Need for in-service activities on a whole school basis. Need for extended consultancy services to schools.	Need for an enhanced capacity within schools for staff to make long-term plans for professional development relevant to curriculum needs they have identified and to the successful implementation of Commonwealth and employing authority priority programs.	Endorses Coulter and Ingvarson. Expects acceptance of the principle of school-level in-service, although this does not mean other approaches should be excluded.			Re parochial purposes (as above) the instrument of choice would appear to be the school and district staff development centre or teachers' centre. The most effective staff development programs are those in which the purposes are those defined by teachers, who have the major voice in deciding how those purposes are to be met.	Need for staff development programs that go beyond expanding awareness to achieving competence to be promoted on a local or, where schools are small, a regional basis.	
Non-award	Non-award: a general lack of coherence; need to attain greater coherence.	Need to plan programs whereby teachers can keep abreast of changing technologies and vocational requirements.	The contribution of education centres is noted.		The Commonwealth-sponsored education centres could play an important role in strengthening links between schools and their community, education authorities and higher education institutions.					
Participation	No firm data on participation rates, but a general feeling that the numbers undertaking in-service short courses were fewer than desired. Concern about the high replacement costs for teachers in in-service during school hours and recommendations aimed at diminishing these costs.	Need to ensure access. Need to provide resources for each teacher to have five days per year to attend in-service. Some teachers may also need additional intensive in-service education. Need to ensure participation by groups not adequately represented at courses and activities. Need to encourage greater participation in courses and activities held outside school hours.	Greater use of non-school time for in-service activities is reasonable; teachers might be expected to engage in in-service activities out of term, particularly during the long summer vacation.	Opportunity to participate in in-service courses should be available to all teachers and teachers should participate in all stages in planning in such courses. Teachers differ in preferred learning styles and therefore there needs to be a wide range of avenues for professional development both within and external to the school.						

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5. IN-SERVICE CONTINUING PROFESSIONAL DEVELOPMENT **Coordination**	Need for involvement of employers, State In-Service Committees, professional bodies, tertiary institutions, parents and the community to be more effective and coordinated.			Need for better opportunities for employing authorities to coordinate the provision of teacher education and consultancy services relevant to the needs of Commonwealth and employing authority priority programs, and school communities. Need for greater coordination between the two Commonwealth Commissions so that tertiary institution resources and courses might better complement the teacher education requirements of Commonwealth priority areas. Need for better consultation procedures between the Commonwealth and State/Territory systems in the process of establishing educational priority areas and a larger lead time to enable the employing authorities to plan for relevant professional development strategies.	Little cooperation and coordination between education authorities and teacher training institutions in the provision of in-service. Recommends that the Joint Committee on Teacher Education continue to provide a coordination mechanism between the two Commonwealth Education Commissions and that the Committee continue to assist and support the two Commissions in providing a coordinated response to identified needs in the areas of teacher preparation and professional development, advising on priorities for the preparation and professional development of teachers, particularly in areas relevant to Commonwealth and national education objectives, and advising on whether Commonwealth funds provided by way of earmarked grants for teacher education are allocated in the most effective ways to meet particular priorities and needs. Recommends that, to assist the two Commonwealth Education Commissions in relation to their respective responsibilities for the preparation and professional development of teachers, and with a view to fostering closer cooperation and greater coordination of the national effort in this area, the AEC be asked to consider ways of achieving improved consultative arrangements for each State and Territory, involving training institutions, school systems, relevant teacher organisations and other parties concerned with teacher education.					
Resources		Recommended that the PDP continue as a specific purpose program in 1987 and 1988. Recommended that a major obejctive of the program in 1987 and 1988 be the development of an integrated professional development program within each system, coordinating the use of funds provided by the systems and Commonwealth (general recurrent and specific purpose). Recommended that the Commonwealth encourage systems to allocate a substantial proportion of the additional Commonwealth general recurrent funds provided from 1985 to professional development and include those funds in negotiated resource agreements. Recommended that, as a general principle, Commonwealth specific purpose programs be funded at a level to support related professional development. Recommended that the Education Centres Program continue beyond 1986 as a separate national priority program; that the program be reviewed in 1989 to assess the extent to which objectives have been met and to determine future directions and objectives.	To the extent that investment in people improves economic performance, there is a strong case for higher and sustained investment in teacher development.	Need for matching statements about the quality of education and teacher morale with a stable financial commitment to comprehensive policies for professional development jointly agreed to by State/Territory employing authorities, the Commonwealth and teacher organisations. Need for enhanced capacity within schools for staff to make long-term plans for professional development relevant to curriculum needs. Commonwealth should make a substantial commitment to professional development to support national objectives; however, States should provide the major proportion of funding because, as employers, they have the primary responsibility for sustaining and improving the quality of education in their schools.	Need for negotiations to be undertaken with employing authorities on the use of Commonwealth funds for professional development and to provide a framework for the development of funding priorities and strategies on a collaborative basis. Need for detailed planning and consultation about national priorities and objectives in professional development to be undertaken prior to any transfer of the PDP to within the General Recurrent Grants Program.	Recommended that priority in the use of resources in advanced education continue to be given to undergraduate courses and postgraduate diplomas. The Review recognises the present budgetary and economic constraints faced by governments in adequately providing for in-service; it considers the most effective means of improving in-service education under these circumstances is to use the resources available at any one time on a planned national basis, which takes account of the priorities and resources of all the major participating groups, namely the Commonwealth, State and Territory governments, the government and non-government education authorities, the higher education institutions, teachers and parents.			Need for federal and state governments to provide funds for evaluating staff development programs.	

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4. TEACHER EDUCATORS		Dependence of quality of initial training and experience; personality characteristics and skills of staff of teacher education institutions.		Need to retrain in priority areas, if these are to be taught across the teacher education curriculum.	Re Commonwealth priorities, the effectiveness of teacher education programs is dependent upon the availability of teacher education staff to become involved in activities which enable them to keep abreast of developments in the field (computer education).	Recommended a review be undertaken of the terms and conditions of employment of academic staff. Recommended common salary scales for lecturers and senior lecturers in universities and CAEs. Recommended limited term appointments (10 to 20% of full-time equivalent staff positions at level of lecturer and above). Recommended that a system of salary loadings be developed to give flexibility to institutions in determining the remuneration of academic staff. Recommended encouragement be given for individual academic staff to engage in consulting and other relevant activities which allow academic expertise to be more widely available to the community. Recommended institutions introduce a system of regular assessments of performance for individual academics. Recommended all higher education institutions to give a clear priority to the determination of staff development policies and to the implementation of programs.	Re intellectual demands for students to be commensurate with the requirements of excellent teaching, only professors, supervisors and cooperating teachers who adhere to such standards for themselves should be permitted to work in the program.		Need, of teacher education is to make major structural changes and program improvements, for resources to be allocated for the professional development of the faculty responsible for making these changes. A National Academy for Teacher Education should be established to which promising teacher educators could be nominated for post-graduate traineeships, to help them become better prepared to assist in improving teacher education.	Need for the institution to provide its teacher education faculty and students with the time, support and high expectations required for excellence in scholarly enquiry and productivity. Need for staff to engage in systematic study of phenomena relating to formal education and to contribute regularly to better knowledge and understanding of teaching and schooling. Need for recognition of those faculty who demonstrate competence as strong teacher-scholars. Need, among staff, for valuing of collaboration among faculty with different disciplinary expertise to encourage coherent programs of professional preparation. Need for faculty to be competent and committed teachers.
	See Section 4. above: Pre-Service Teacher Education - Practicum.	Need for teacher education staff to teach in schools. Need to provide staff with regular opportunities to upgrade their teaching skills and in some cases to obtain basic experience in this area; staff should have regular opportunities to work in schools as colleagues of experienced practising teachers. Strong case for involving more practising teachers as tutors and lecturers in training courses. Need for close relationships between training institutions and employing authorities; from these relationships should emerge a constant interchange of staff, work experience opportunities and intelligence about the nature of recruits to teaching and the needs of the schools.			Supports the principle of the interchange of personnel between tertiary institutions and schools.		Need for a sufficient proportion of each training institution's staff to have enjoyed success as teachers in schools; this experience should be recent, substantial and relevant. Need for staff concerned with pedagogy to have continuing regular contact with classroom teaching. Need for institutions, in consultation with LEAs, to ensure sufficient recent teaching among relevant staff through, e.g., secondments, use of joint teacher/tutor appointments and schemes of teacher/tutor exchange.			Faculty responsible for teacher education include both university-based and school-based faculty. The latter should have special university appointments and be reimbursed for their professional contribution to the training program.

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7. RESEARCH AND DEVELOPMENT IN TEACHER EDUCATION INSTITUTIONS	Continuing research and development is central to the enhancement of teacher education programs. Need for centres of research, development and dissemination on information on teacher education. Need for more research to be undertaken in universities. Need for CAEs to involve themselves more in research (of an applied kind where possible).	Need for more research into various aspects of in-service programs (process variables). Need for monitoring and reporting on in-service programs.		Resources for educational research in universities and colleges can be used in more effective ways for professional development if in-service education and educational research are regarded as inter-dependent. The collaborative involvement of teachers with teacher educators in attacking real educational problems that they face is a powerful instrument for professional development.		Recommended that CTEC not include provision for research funding in general recurrent grants for CAEs; that CAEs continue to allow their staff to participate in research activities where this is consistent with the institution's role and academic responsibilities; that academic staff in CAEs continue to be eligible for grants from research funding bodies and be encouraged, where appropriate, to seek outside funds for these activities.			Need for states to encourage and assist the development and evaluation of experimental teacher education programs. Need for governments to provide support and encouragement for the further development, dissemination and use of research information in education and teacher education.	See entry under Section 6. above: Teacher Educators. Need for intra- and inter-institutional working groups to collaborate in program and curriculum materials development, examination and assessment procedures, enquiries relating to teaching and teacher education, and procedures for gathering appropriate demographic data.
8. REVIEWS OF TEACHER EDUCATION PROGRAMS	Need for ongoing evaluation of all programs; evaluation the key to improvement of quality in teacher education. Need for teacher education institutions to examine and evaluate their pre-service course content and collaborate with professional bodies (unions) and employers.				Recommended that, in accordance with its priorities and the availability of resources, CTEC arrange for a review of the provision of pre-service teacher education in higher education institutions to be undertaken as part of its planned program of major discipline assessments.	Recommended that the AVCC and ACDP develop, in consultation with CTEC, principles and procedures for the implementation of regular internal evaluations of academic departments.	Council for Accreditation of Teacher Education was established in 1984 to review all initial training programs using criteria established by DES.		States should maintain and strictly enforce rigorous standards for program review.	Need for regular critical review of teacher education faculty and of the characteristics and qualities of the training program itself by academic and clinical faculty from peer institutions.
9. HEIGHTENED VALUING OF TEACHER EDUCATION								Presidents and provosts of American higher education institutions have a special responsibility not only to spearhead the establishment of strong graduate programs of professional teacher education, but also to shape the undergraduate curriculum so as to strengthen the foundations upon which those programs are built.	Need for higher education institutions to strengthen their commitments to the preparation of excellent teachers. A National Academy for Teacher Education (see Section 6. above) would symbolically give recognition that the nation values the preparation of its teachers. Need for adequate resources. Teacher education has been treated as a low-cost program, with programs funded on the same basis as liberal arts lecture courses. At least three factors cause teacher education program to require special additional funding: need for individual supervision and guidance of each student at each step of laboratory and field experience; need for specialised equipment such as video machines, microcomputers and laboratories; faculty required in quality teacher education programs are in high demand in other positions and there is the need for incentives to attract and keep such faculty.	Need for the university to honour its commitment to the nation's elementary and secondary schools through multiple investments in teachers and teaching.

APPENDIX V

TEACHER ROLES AND TEACHER QUALITIES

DIMENSION: CHANGE

Component A: Orientations towards change

Criterion 1: The teacher possesses personal qualities that orient him or her towards change. This is evidenced by:

- flexibility;
- creativity;
- enthusiasm;
- seeking solutions to problems;
- being a good communicator;
- relating well to others;
- being process- as well as content-oriented;
- having a confident personal philosophy which includes an understanding of and a belief in the elements of change and the individual's capacity to adapt;
- knowing self and having a positive self-concept.

Criterion 2: The teacher possesses intellectual qualities that orient him or her towards change. This is evidenced by:

- acquiring a range of appropriate knowledge and integrating this knowledge within a personal framework;
- having an adequate understanding of at least one discipline, its structures and methods of enquiry;
- being committed to the intrinsic value of knowledge and realising the continuous nature of learning;
- maintaining an enthusiasm for learning and exhibiting intellectual curiosity;
- having a developed capacity for critical analysis and reflection.

Component B: Preparation for change

Criterion 1: The teacher is prepared pedagogically for change. This is evidenced by:

- understanding the theories of education;
- ability to formulate one's own theory of education, learning and teaching;
- understanding the philosophical, sociological, and psychological contexts of learning;
- thorough knowledge and understanding of human development on a life-cycle basis;
- knowledge of the theories of teaching and their application;
- skills in communication;
- development of an integrated personal philosophy of education;
- understanding of adult learning, as adults enrol in schools;
- conflict resolution skills.

Criterion 2: The teacher has acquired knowledge of the wider social context. This is evidenced by:

- knowledge and understanding of Australian society and its cultural composition, of changes in demographic patterns, and of changes in inter-group relationships;

- ability to interpret social change;
- extensive understanding of international, national, state and local scenes;
- knowledge of Australian value systems within the international context;
- understanding of a diversity of value systems and a developed personal response to diverse values;
- awareness of the standards and attitudes held by industry and other sectors of society.

DIMENSION: KNOWLEDGE AND VALUES

Component A: Knowledge

Criterion 1: The teacher is proficient in curriculum development and interpretation. This is evidenced by:

- mastery of the knowledge base and an understanding of the underlying structure of the discipline(s);
- ability to interpret curriculum and to plan consistent and coordinated approaches to the curriculum;
- ability to ensure that curriculum content is challenging.

Criterion 2: The teacher facilitates and encourages learning. This is evidenced by:

- ability to develop the students' enquiring and reasoning capacities and to foster their creativity;
- skills in realising in students the ability to acquire and convey information, to apply logical processes, and to perform practical tasks as individuals and as members of groups;
- ability to initiate and guide learning, recognising the important contribution pupils have in controlling aspects of their own learning;
- ability to extend fully each student and to raise students' general competencies;
- ability to foster in pupils the skills of self-assessment;
- understanding of and ability to foster learning of a wide diversity of children (age, ability, socio-cultural group);
- skills in providing experiences for students which teach them how to cope with and respond to change.

Criterion 3: The teacher's classroom practices are designed for optimal learning. This is evidenced by:

- regard for artistic and aesthetic experiences as well as other modes of enquiry;
- ability to design and implement learning sequences that are matched to the entering behaviours of students;
- ability to use a range of pedagogical skills;
- ability to adopt coping skills, especially for dealing with changes resulting from technology;
- ability to use information technology effectively;
- mastery of a diversity of approaches to assessment - both formal and informal.

Criterion 4: The teacher is skilled in the approaches required for classroom management. This is evidenced by:

- ability to set standards as part of normal classroom operations;
- ability to control a range of classroom variables simultaneously.

Component B: Values

Criterion 1: The teacher values learning and excellence. This is evidenced by:

- commitment to own continuing development, as educated persons and as educators;
- communication to students of their valuing of excellence across a wide domain of human endeavour.

Criterion 2: The teacher values all students. This is evidenced by:

- behaving in a way which indicates acceptance of all students;
- managing the classroom environment and teaching strategies in such a way that all students achieve to their potential.

Criterion 3: The teacher is aware of the diversity of values in the society. This is evidenced by:

- understanding of the complexity of society and the value conflicts resulting from this complexity;
- awareness of value changes in society and of the effects of such changes on individual students;
- assisting pupils in the critical understanding of values prevalent in society and development of their own values;
- contributing to the development of personal resources of students for coping with changing values.

DIMENSION: COMMUNICATION

Component A: Interpersonal relationships

Criterion 1: The teacher promotes and develops participation skills, high morale and cohesion among students. This is evidenced by:

- believing in, trusting, liking, supporting and valuing students;
- incorporating indirect guidance and success-building into learning experiences;
- developing students' enquiring and reasoning capacities;
- planning for learning with students and providing feedback;
- developing students' personal responsibility for their own learning;
- understanding the differences in learning styles (e.g. gender and cultural differences) and their ramifications for the classroom;
- acquiring special skills for communicating with students who have specific learning difficulties, who are handicapped, gifted, very young, or isolated students and students for whom English is a second language.

Criterion 2: The teacher nurtures and promotes successful and proficient interpersonal relationships in the classroom. This is evidenced by:

- understanding and appreciation of diverse values and individuality;
- understanding of classroom and group dynamics;
- helping students understand their own feelings and personal worth;
- understanding of classroom interactions.

Criterion 3: The teacher develops productive interpersonal relationships as a member of the school team. This is evidenced by:

- understanding needs of students, e.g. self-assessment, social competence, decision-making;
- adopting a social welfare role where and when appropriate;
- possession of appropriate personal qualities, e.g. ability to motivate and lead, enthusiasm, love of learning;

- understanding of the roles of specialist staff members, resource personnel, administrators, para-professionals, and knowing how to utilise services/expertise;
- contributing to personal counselling of students and staff;
- appropriately utilising resource personnel, e.g. teacher-librarian, specialist advisers;
- collaborating with others in the debate, development, implementation and assessment of school policies and programs;
- functioning fully as members of a teaching team and of a professional school staff;
- sharing student progress information with colleagues;
- valuing non-teaching personnel (e.g. community members, teacher aides) who are working in the school;
- willingness to share professional knowledge (e.g. to contribute to staff development).

Criterion 4: The teacher develops productive interpersonal relationships with members of the local community. This is evidenced by:

- understanding attitudes and expectations held by industry and other sectors of society;
- organising appropriate school-community activities;
- recognising the role of the parent as initial educator and partner in the education of students;
- understanding that the education of students is a cooperative effort among parent, teacher and student;
- participating in involvement with community, interacting with members, and utilising resources;
- knowing about strategies for dealing with social problems, e.g. child abuse;
- involving parents in student assessment;
- providing information about students' progress to parents and employers;
- collaboratively developing school goals with parents;
- communicating effectively with parents and communicating about school goals;
- providing a resource centre (e.g. facilities for adult learning);
- being a member of local community organisations;
- contributing to and responding to changing demands of community.

Criterion 5: The teacher develops professional interpersonal relationships with members of the school system. This is evidenced by:

- appropriately utilising resource personnel
    - professional, e.g. advisers
    - para-professionals, e.g. assistants;
- being a contributor to educational change in the school system, e.g. willingness to serve on working parties and committees, to participate in curriculum development and curriculum trialling;
- being a participant in professional organisations, e.g. teachers' associations.

Criterion 6: The teacher develops and maintains professional interpersonal relationships with other members of the teaching profession. This is evidenced by:

- being responsible for induction of beginning teachers and supervision of teacher education students' school experiences;
- willingness to be involved in educational research;
- working with colleagues, interpreting, advocating, contributing to

educational theory and trends through participation in activities of a professional association;
- working with colleagues to debate, develop, implement and adapt curriculum including curriculum at a system or state-wide level;
- effectively consulting with "specialist" teachers.

Criterion 7: The teacher develops, encourages and maintains effective interpersonal relationships with members of the wider society. This is evidenced by:

- recognition of the responsibility of the school for preparing students for life roles;
- accommodating increasing involvement of external agencies in education;
- willingness and ability to share his or her expert knowledge and interpretation with the wider society;
- awareness of influence of needs of industry and commerce;
- interpreting and translating these needs into appropriate educational experiences;
- promoting and enhancing a positive image of education.

Component B: Information technology

Criterion 1: The teacher is technologically literate and uses technology, particularly information technology, to facilitate learning in the classroom. This is evidenced by:

- acting as a facilitator of knowledge by using a process-oriented rather than product-oriented approach;
- promoting students' learning through the use of information technology;
- ability to use computers effectively;
- ability to employ modern telecommunications systems;
- ability to exploit information technology, e.g. information retrieval systems;
- ability to integrate technology with teaching practices to promote the development of higher-order thinking, problem-solving, conceptualisation and social learning.

Criterion 2: The teacher encourages the teaching of media studies to facilitate the development of media literate (including visually literate), free-thinking and critically aware students. This is evidenced by:

- teaching students about the media, using an integrated across-the-curriculum approach;
- capitalising upon the impact of technology on children from sources outside the school (e.g. in the home, in recreational activities);
- teaching students about the issue of representation, and the media's construction rather than reflection of reality;
- moving students to a greater critical autonomy, with the critical interpretation of the media text as the central focus;
- awareness and understanding of media tastes of students and of the pleasure/entertainment aspects of the media;
- adopting the blend and balance of media theory and practice, e.g. deconstruction/construction, decoding/encoding, as the most meaningful way to impart understanding, skills and competencies to students.

Criterion 3: The teacher is able to have input into the use of technology for school administration purposes. This is evidenced by:

- keeping and compiling records using new and changing information technology;
- communicating with head office, regional office using new or changing information technology;
- using an integrated automated library system to manage circulation, acquisition, bibliographic data, periodical control.

Criterion 4: The teacher uses technology for professional development. This is evidenced by:

- teleconferencing;
- using technology to confer and share with colleagues, especially isolated teachers;
- willingness to exploit new forms of technology to increase the effectiveness of professional development.

Criterion 5: The teacher uses information technology to promote the image of education in the wider society. This is evidenced by:

- awareness of and contribution to public information and debate regarding schooling;
- providing representatives of the media with reports on school activities;
- providing press releases.

Component C: Language skills

Criterion 1: The teacher has an understanding of the role of language in all curriculum areas and is able to develop in others facility in the use of language. This is evidenced by:

- appreciation of the connection between language and thought;
- developing the skills of being an active listener;
- ability to select resources appropriate to the use of language across the curriculum;
- using language appropriate to the discipline area;
- ability to encourage communication by all students.

Criterion 2: The teacher has an understanding of the role of alternative non-verbal symbol systems in communication and is able to foster student understanding of the significance of these systems of language. This is evidenced by:

- effective use of non-verbal language;
- ability to interpret non-verbal language;
- appropriate use of visual material;
- effective use of role play and simulation games;
- understanding of technological literacy.

Criterion 3: The teacher possesses facility in the use of appropriate language. This is evidenced by:

- ability to adapt language to the developmental level and socio-linguistic requirements of the group;
- fluent and accurate use of language;
- ability to adapt oral and aural practices according to the audience;
- understanding and using the appropriate language register;
- making conscious use of non-sexist forms of language;
- awareness of and empathy for the constantly evolving nature of language.

Criterion 4: The teacher has an understanding of language diversity and an ability to foster the learning of all students. This is evidenced by:

- understanding of psycholinguistics and sociolinguistics;
- developing teacher discourse which takes cognisance of the cultural background of all students;
- accommodating to the language of subgroups without creating divisions within the classroom.

DIMENSION: DECISION-MAKING

Component A: Decision-making in the classroom

Criterion 1: The teacher is able to make responsible and confident decisions relevant to the students' well-being. This is evidenced by:

- making appropriate curriculum choices;
- using positive discipline;
- providing pastoral care;
- knowledge, through consultation, of family and social background;
- knowledge of students' future prospects;
- fostering social interaction within the class;
- ability to implement democratic decision-making with students and parents;
- accepting accountability for decisions;
- being properly prepared with approved knowledge base;
- making decisions that he or she can stand by;
- awareness of legal position of school;
- possession of appropriate personal qualities;
- ability to help students develop life skills such as those related to human relationships, planning, decision-making.

Criterion 2: The teacher exercising an area of responsibility (e.g. pastoral care, subject master, head of department) is able to make decisions that recognise consequential effects of these decisions upon students. This is evidenced by:

- awareness of needs of students;
- awareness of available resources;
- consideration of all relevant factors;
- awareness of consequences of these decisions;
- awareness of the effect of decisions on his or her colleagues;
- ability to consider opinions of appropriate colleagues;
- awareness of relevant recent research findings;
- ability to diagnose educational disadvantage;
- knowledge and use of methods that attempt to redress educational disadvantage.

Criterion 3: The teacher makes an input into the decision-making process of his or her subset within staff and/or school community, e.g. a subject department, extra-curricular program. This is evidenced by:

- possession of appropriate general and special knowledge and expertise;
- commitment to and enthusiasm for learning in depth and in a broad range of disciplines and activities.

Component B: Decision-making in the school

Criterion 1: The teacher participates in and contributes effectively to the decision-making process as a member of the staff and of the school, e.g. staff meetings. This is evidenced by:

- awareness of the variety of leadership styles (e.g. autocratic, democratic);
- awareness of the range of models that are applicable;
- the ability to have a degree of flexibility in these differing environments;
- responding effectively to a diversity of situations;
- willingness to contribute in determining school policy;
- awareness of the need to define acceptable conditions under which competence can be expected and incompetence not accepted.

Component C: Decision-making in the system

Criterion 1: The teacher makes effective use of the decision-making mechanisms of the overall organisation of which the school is a part. This is evidenced by:

- commitment to education as a living force and application of the need for continuous evaluation and improvement;
- a broad multidisciplinary perspective on the context of schooling;
- willingness to contribute to and participate in regional or state developmental and decision-making processes.

Component D: Decision-making in the community

Criterion 1: The teacher contributes to and participates in decision-making in the wider community. This is evidenced by:

- knowledge and understanding of community values;
- knowledge and understanding of society and groups within the society;
- commitment to and advocacy of education and the goals of an educated society;
- confidence in operating outside the school milieu in the areas of educational policy and implementation of decisions;
- participation in community affairs and in the work of community organisations;
- recognition of responsibility as a professional to contribute to the well-being and further development of the community which the school serves and also the wider community and society.

Criterion 2: The teacher assists students in making decisions relevant to their role in the wider community. This is evidenced by:

- accepting the responsibility of preparing citizens who can take their role in the future society and economy;
- interpreting and mediating the society to students;
- willingness and ability to be involved in industry and other fields and to relate this experience to their classroom teaching;
- ability to foster in their classroom socially critical decision-making to assist students in their role in the wider society;
- fostering in students the skills of democratic decision-making through appropriate school procedures;
- developing in students an awareness of the overall context of social consciousness;
- knowledge of support services to which students and/or families can be referred for assistance;
- ability to relate teaching to students' out of school experiences.

APPENDIX VI

TEACHER REGISTRATION LEGISLATION AND POLICY

Legislation Governing Teacher Registration

Extract from the Education Act 1964-1984 Division IV - Registration of Teachers

62G. Registration of Teachers

(1) The Board of Teacher Education shall keep a Register of Teachers and the particulars referred to in paragraphs (a), (b), (c) and (d) of subsection (2) of this section in respect of a person entitled to be registered shall be entered therein.

(2) A person shall be registered as a teacher by the entering in the Register of -

- (a) his full name and address;
- (b) the date on which he is registered;
- (c) particulars of the qualifications and experience, if any, in respect of which he is registered; and
- (d) such other particulars, if any, as may be prescribed.

(3) The Board may provide for -

- (a) the registration of a person as a provisional registration where that person satisfies the Board that he is of good character but does not satisfy the Board in all other respects pursuant to Section 62H of this Act;
- (b) the cancellation of such provisional registration in such circumstances as the Board may determine, either generally or in a particular case;
- (c) registration in accordance with this Division in lieu of provisional registration where the requirements of the Board are satisfied in all respects pursuant to Section 62H of this Act.

(4) The Register shall be open for inspection by any person at the office of the Board of Teacher Education at all reasonable times upon payment of the prescribed fee.

(5) (a) The Governor in Council may by notification published in the Gazette appoint a day after which a person who is not a registered teacher (including a provisionally registered teacher) under this Division shall not, except as authorised by the Board in circumstances considered by it to be exceptional circumstances, be employed in any school providing regular instruction in a range of subjects.

(b) A person shall not, at any time after the day appointed by the Governor in Council pursuant to paragraph (a) of this subsection, employ as a teacher in any school providing regular instruction in a range of subjects any person who is not a registered teacher (including a provisionally registered teacher) under this Division unless authorised by the Board in accordance with the said paragraph (a).
Penalty: Fifty dollars.

(c) In this subsection the term "school" means a primary school, a secondary school or a special school, or any other school, college, institution or place notified by the Governor in Council, either generally or in respect of a particular school, college, institution or place or class or type thereof, by notification published in the Gazette (he being hereunto authorised so to do) as a school for the purpose of this subsection.

(6) In this section and in the other sections of this Division, the term "teacher" means any person who in the opinion of the Board is of good character and whose qualifications and experience are such as in the opinion of the Board to entitle him to be registered pursuant to this Division.

62H. *Qualifications for Registration*

A person is, upon application therefor and payment of the prescribed fee, if any, entitled to be registered if he satisfies that Board that -

(a) he is of good character; and

(b) he possesses the qualifications and experience, if any, prescribed for persons applying to be registered.

62I. *Removal of Name from Register*

(1) The Board shall cause to be removed from the Register the name of any registered teacher if -

> (a) he does not apply for the retention of his name in the Register at such intervals, within such times and in such manner as may be prescribed;
>
> (b) he has died;
>
> (c) he has ceased to possess or does not possess the qualifications and experience, if any, in respect of which he was registered as a teacher;
>
> (d) he is a patient within the meaning of The Mental Health Acts 1962 to 1964 or is otherwise incapable in law of managing his own affairs.

(2) Where -

> (a) a registered teacher has been convicted in Queensland of a crime or misdemeanour, or elsewhere of an offence which, if committed in Queensland, would have been a crime or misdemeanour; or
>
> (b) the Board after inquiry is satisfied that a registered teacher -
>
> > (i) has been guilty of habitual drunkenness or of addiction to any deleterious drug; or
> >
> > (ii) has been guilty of misconduct which renders him unfit in the public interest to engage in teaching,
>
> the Board may reprimand or caution the registered teacher or may remove his name from the Register or suspend his registration for such period as the Board thinks fit.

(3) Where a registered teacher has been convicted as mentioned in paragraph (a) of subsection (2) of this section, the Board may direct that his name shall not be removed from the Register or his registration suspended by reason of the conviction if the offence of which he has been convicted does not, either from its trivial nature or from the circumstances in which it was committed, render the registered teacher unfit in the public interest to engage in teaching.

(4) At any inquiry for the purposes of paragraph (b) of subsection (2) of this section, the person charged shall be afforded an opportunity of defence either in person or by legal representation.

(4A) The Board may itself make an inquiry referred to in paragraph (b) of subsection (2) of this section or may cause the inquiry to be made by a committee of inquiry appointed by it for the purpose.

(4B) The composition of such a committee shall be, until the Governor in Council otherwise prescribes, a chairman who shall be appointed from among the members of the Board and four other persons who are registered practising teachers.

(4C) The Board or committee, as the case may be, shall make inquiry into the matter in question and in respect thereof shall have all the powers, authorities, rights, privileges, protection and jurisdiction of a Commission of Inquiry under The Commissions of Inquiry Act 1950 to 1954 save such as are confined to a chairman of a Commission when that chairman is a Judge of the Supreme Court and, subject as aforesaid, the provisions of those Acts shall be applicable accordingly.

(4D) Where an inquiry is made by a committee, the committee shall, on completion of the inquiry, report its findings and recommendations to the Board, and the Board, in making any decision or determination in relation to the inquiry, shall take those findings and recommendations into consideration.

(4E) Without limiting the provisions of Section 62L of this Act, by-laws may be made by the Board under that section with respect to the number constituting a quorum of a committee, majority and minority findings and recommendations of a committee, and the practice and procedure of a committee generally.

(5) Where the registration of a registered teacher is suspended under the provisions of this section there shall be entered in the Register a memorandum of that fact and of the date and cause of the suspension.

(6) A person whose name has been removed from the Register or whose registration as a teacher has been suspended under the provisions of this section shall be deemed not to be a registered teacher until his name is restored to the Register or the period of his suspension has expired, as the case may be.

62J. Right of Appeal

(1) Any person who feels aggrieved by any refusal of the Board to register him as a teacher or by any decision of the Board under Section 62I of this Act, made on any of the grounds referred to in paragraph (c) of subsection (1), or in subsection (2), of that section, may appeal against the refusal or decision to a Judge of the District Court who shall have jurisdiction to hear and determine any appeal under this section.

(2) Every such appeal shall be by way of rehearing and the decision of a Judge of the District Court upon such an appeal shall be final and binding on the Board and all persons concerned.

(3) A Judge of the District Court in exercising jurisdiction pursuant to this section, may exercise any of the powers of the Board under Section 62I of this Act and make such order as he thinks fit, including any order as to costs.

(4) A person who desires to appeal against a refusal or decision of the Board, shall, within twenty-eight days after being notified of such refusal, or as the case may be, decision, file in the Registry of the District Court a notice of appeal setting out the grounds of appeal, and serve on the secretary to the Board a copy of such notice.

(5) Upon being served with a copy of the notice of appeal pursuant to subsection (4) of this section, the secretary shall forthwith forward to the District Court Registry a copy of any resolution or direction or other writing of or in the possession of the Board relevant to the matter of appeal.

(6) All such rules of court as may be deemed necessary or desirable or convenient for regulating the procedure and practice of the District Court for the purpose of giving full effect to this section may be made and the provisions of the District Court Act 1967-1969 shall apply and extend in respect of such rules of court.

Until such rules of court are made, or in so far as such rules of court do not extend, the Judge hearing any appeal under this section may, in the particular case, give such directions as he may deem fit, and the directions shall, according to their tenor, have the force and effect of rules of court made for the purposes thereof.

62K. Restoration of Name to the Register

(1) Where the name of any person is removed from the Register in accordance with Section 62I or 62J of this Act, that person shall not again be registered as a teacher, except by direction of the Board or by order of a Judge of the District Court.

(2) The Board may, if it thinks fit in any particular case, direct that the name of any person removed from the Register be restored thereto and the name shall be restored accordingly.

62L. By-laws

(1) The Board may from time to time make by-laws not inconsistent with this Act or the regulations for or with respect to -

  (i) the registration of persons as teachers;

  (ii) the fees to be paid by a person applying to the Board to be registered as a teacher, for the retention of his name in the Register or for the restoration of his name to the Register;

  (iii) such matters as by this Act are required or permitted to be prescribed or as are necessary or convenient for the carrying into effect of the several provisions, objects and purposes of this Act.

(2) The Board may by by-law repeal, rescind, revoke, alter, vary, amend or otherwise modify any by-law or part of a by-law.

(3) A by-law may authorise the Board to make rules for the carrying into effect of all or any of the provisions and objects of the by-laws.

(4) All rules made pursuant to any by-law by the Board shall be of full force and effect on and from the day on which they are promulgated in accordance with the by-law under which they are made or on and from such later date as may be specified in the rule, and the production of a copy of such rule verified by the Board is sufficient evidence of the making and authenticity of the same in all courts and before all persons acting judicially.

(5) Every by-law made by the Board shall be submitted to the Minister and by him to the Governor in Council.

The Governor in Council may in his discretion approve any by-law.

A by-law has no effect unless and until approved by the Governor in Council.

(6) (a) Every by-law shall -

  (i) be published in the Gazette;

  (ii) upon its publication in the Gazette, be judicially noticed;

  (iii) take effect on and from the date of its publication in the Gazette unless a later date is specified in relation to its commencement when, in such case, it shall take effect on and from that later date;

  (iv) be laid before the Legislative Assembly within fourteen sitting days after such publication if the Legislative Assembly is in session, but if not, then within fourteen sitting days after the commencement of the next session.

(b) If the Legislative Assembly passes a resolution of which notice has been given at any time within fourteen sitting days after such by-law has been laid before it disallowing the by-law or part thereof, the by-law or part thereof shall thereupon cease to have effect, but without prejudice to the validity of anything done in the meantime or to the making of a further by-law.

By-law No. 1 - Registration of Teachers

Made in pursuance of the provisions of the Education Act 1964-1984 and approved by the Governor in Council.

1. *Particulars of Registration*

The Register of Teachers shall contain the following particulars in respect of each person entitled to be registered -

(i) Full name
(ii) Maiden name (if applicable)
(iii) Address
(iv) Date of birth
(v) Name of employer
(vi) Category of employment
(vii) Qualifications
(viii) Teaching experience
(ix) Registration number
(x) Category of registration
(xi) Date of registration

2. *Application for Registration and Changes in Registration*

(1) An application for registration shall be made in Form No. BTE-R1.

(2) Any change from time to time in any of the particulars entered in the Register of Teachers with respect to a person shall be notified by that person to the Board.

3. *Entitlement to Registration*

A person shall be entitled to be registered if-

(a) he has successfully completed a course of teacher education accredited by the Board and not less than one (1) year of teaching service to the satisfaction of the Board; or

(b) in the case of a person engaged in teaching prior to the commencement* of the operation of these by-laws who is not entitled to be registered under the foregoing paragraph, such person's education, training, fitness to teach and experience are sufficient, in the opinion of the Board, to warrant registration; or

(c) he has complied in all respects with the requirements of the Board during a period of provisional registration.

3A. *Provisional Registration*

(1) The registration of a person may be provisional if -

(a) while entitled to be registered in all other respects, he has not completed a period of one (1) year of teaching service to the satisfaction of the Board; or

(b) while not entitled to be registered under Clause 3 -

(i) he is engaged in teaching and was so engaged prior to the commencement** of the operation of this clause; and

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* 1 February 1973

** 17 July 1973

(ii) he satisfied the Board that he will be able within a reasonable time to attain a standard of teacher education or experience acceptable to the Board.

(2) The initial period of provisional registration shall not exceed one (1) year.

(3) The Board shall inform every person admitted to provisional registration of -

(a) the additional qualification or experience required of him for admission to registration; and

(b) the period of time within which such additional qualification or experience shall be obtained or completed.

(4) When a person is provisionally registered as a teacher the Board may require such person to submit to the Board as and when requested a report from the principal or other person duly authorised in that behalf upon the manner in which he has performed his duties as a teacher, together with a recommendation as to his suitability for registration.

(5) The Board may cancel the registration of a provisionally registered teacher if -

(a) he has died;

(b) he has ceased to possess or does not possess the qualifications and experience, if any, in respect of which he was provisionally registered as a teacher;

(c) he is a patient within the meaning of The Mental Health Acts, 1962 to 1964, or is otherwise incapable in law of managing his own affairs;

(d) he has been convicted in Queensland of a crime or misdemeanour, or elsewhere of an offence which, if committed in Queensland, would have been a crime or misdemeanour; or

(e) the Board is satisfied that he -

(i) has been guilty of habitual drunkenness or of an addiction to any deleterious drug;

(ii) has been guilty of misconduct, which renders him unfit in the public interest to engage in teaching; or

(iii) he is not complying with the requirements of the Board in his particular case under subclause (3) of this Clause.

*4. Fees Payable for Registration**

(1) The fees payable by a person applying to the Board to be registered as a teacher shall be -

(a) for the assessment of qualifications other than an accredited teacher education award obtained in Queensland within six months immediately prior to the date of application, thirty dollars ($30); and

(b) for admission to the Register as a registered or provisionally registered teacher, twenty dollars ($20).

(2) The fee payable for retention of a name in the Register of Teachers shall be eleven dollars ($11).

(3) Application for retention of a name in the Register of Teachers for any year shall be made on or before the thirty-first day of March in that year.

(4) The fee payable for restoration of a name to the Register of Teachers shall be twenty-five dollars ($25).

(5) The fee payable for inspection of the Register of Teachers shall be one dollar ($1).

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* Effective from 1 January 1986

4A. (1) An application to the Board for its authorisation under subsection (5) of Section 62G of this Act of the employment in a school as a teacher of a person who is not a registered teacher or a provisionally registered teacher shall be made in Form No. BTE-R14.

(2) Such application shall be signed by the Principal of the school or other authorised person on behalf of the employer.

(3) An authorisation by the Board shall be held by the Principal of the school concerned during the period of employment therein specified.

4B. The Principal of a school shall not later than fourteen days after the first day of July in each year furnish to the Board a return in Form No. BTE-R15 in respect to the persons employed as at that date.

5. *Conduct of an Inquiry*

(1) Where the Board, acting on its own volition or upon credible information from any person, is of the opinion that the evidence has sufficiently established a prima facie case in respect of any misconduct or other matter mentioned in paragraph (b) of subsection (2) of Section 62I of this Act, it shall proceed to charge the registered teacher concerned.

(2) Where the Board determines to charge a registered teacher, the Board shall give to the registered teacher concerned, either personally or by registered post, notice in writing of the charge against him and of the time, not earlier than one month after the date of that notice, when the Board or a committee of inquiry appointed by it for the purpose will make inquiry into the matter at a place stated in the notice, and the Board also shall state in that notice -

(a) where the inquiry is to be made by a committee of inquiry, the full names of all members of the committee;

(b) that the registered teacher may, in writing given to the Board within fourteen days after the date of that notice, plead guilty to the charge against him and elect to have the matter determined by the Board.

(3) Where a registered teacher pleads guilty to a charge against him, the Board in dealing with him under subsection (2) of Section 62I of this Act shall take into consideration any representations in writing made to it by him and shall hear him or his legal representative if he appeals before it pursuant to a notice in writing given to the registered teacher concerned, either personally or by registered post, stating the time, not earlier than fourteen days after the date of that notice when the Board will determine the matter at a place stated in the notice.

(4) Where an inquiry is made by a committee -

(a) such inquiry shall not be commenced nor continued unless at least four members of the committee (including the chairman) are present thereat;

(b) no member of the committee shall take part in making any majority or minority finding or recommendation of the committee unless he was present for the whole inquiry;

(c) a finding or recommendation shall be a majority finding or recommendation of the committee if a majority of members who are competent pursuant to paragraph (b) of this subclause concur therein, or, otherwise, if two members of the committee (including the chairman) concur therein;

(d) the findings and recommendations of the committee shall be given in writing under the hand of the member or members taking part therein and a copy of every finding and recommendation shall be delivered to the registered teacher concerned.

(5) If at the time and place appointed by a notice given pursuant to subclause (2) of this clause the registered teacher charged does not appear when called, and proof is made upon oath of due service of the notice in accordance with the pro-

visions of subclause (2) of this clause, the Board or the committee, as the case may be, may proceed ex parte to make the inquiry as fully and effectually to all intents and purposes as if the registered teacher charged had personally appeared before it pursuant to the notice.

(6) Every notice for the purpose of this By-law shall be given under the hand of the secretary to the Board or some other person thereunto authorised by the Board.

6. *Rules*

The Board may make rules for the carrying into effect of all or any of the provisions and objects of this By-law and any such rule shall be promulgated by publishing it in the Board of Teacher Education Bulletin.

Policy Decisions on Registration*

1. *Application for Registration*

   (a) Any person who is a resident of Queensland may apply for and receive consideration for registration as a teacher.

   (b) The Board may accept an application for registration as a teacher from a person who is not a resident of Queensland if such person is employed as a teacher whether in Queensland or elsewhere by an employing authority which conducts schools in Queensland or if the Board is satisfied that such person is seeking or has a bona fide intention of seeking employment as a teacher by such an authority.

2. *Accredited Courses*

   (a) Unless otherwise determined by the Board in a particular case, the following courses of teacher education are accredited by the Board for the purposes of clause 3(a) of By-law No. 1:

      (i) Pre-service teacher education courses registered with the Australian Council on Tertiary Awards as meeting the requirements for Diploma, Degree or Graduate Diploma level awards;

      (ii) Pre-service teacher education courses offered in recognised Australian universities; and

      (iii) Overseas teacher education courses taken to be equivalent to those mentioned in paragraphs (i) and (ii) above on the advice of the Commonwealth Council on Overseas Professional Qualifications.

   (b) Courses of teacher education other than those included in paragraph (a) may be accredited for the purposes of clause 3(a) of By-law No. 1 by the Board.

3. *Eligibility for Provisional Registration*

   (a) Without limiting the Board's discretion in making a determination pursuant to clause 3A(1)(b) of By-law No. 1, a person who has not completed an accredited course of teacher education may be granted provisional registration in accordance with the following provisions:

      (i) A person who has completed three or more years of tertiary studies acceptable to the Board including both a pre-service course of teacher education of not less than one year's duration and further studies which are, in the opinion of the Board, sufficient to bring that person's qualifications to a level equivalent to that of an accredited course of teacher education may be eligible for provisional registration upon application and for full registration after completing one year of teaching service in Queensland to the satisfaction of the Board.

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* As at 20 March 1987.

(ii) A person who has completed teaching qualifications specified in Schedule A and who has taught for at least three years in the eight years immediately prior to application may be eligible for provisional registration upon application and for full registration after upgrading his/her qualifications to the level of an award accredited for registration purposes and after completing one year of teaching service in Queensland to the satisfaction of the Board.

(iii) A person who has completed teaching qualifications specified in Schedule A and who has taught for fewer than three years in the eight years immediately prior to application may be eligible for provisional registration after completing a professional reorientation program approved by the Board and for full registration after upgrading his/her qualifications to the level of an award accredited for registration purposes and after completing one year of teaching service in Queensland to the satisfaction of the Board.

Schedule A

- three or more years of tertiary studies including a pre-service course of teacher education of not less than one year's duration undertaken in Australia, or overseas qualifications assessed as being equivalent to such studies;
- two years of tertiary studies including a pre-service course of teacher education of not less than one year's duration undertaken in Australia, or overseas qualifications assessed as being equivalent to such studies, in either case completed before 31 December 1973;
- a pre-service course of teacher education of not less than one year's duration completed in Australia before 31 December 1960.

(b) Where a person is required under paragraph (a) above to upgrade his/her qualifications to the level of an award accredited for registration purposes, the Board may in its discretion permit that person to undertake other tertiary studies of an equivalent duration provided that, except in special circumstances, at least 50 per cent of such studies are in the field of education.

(c) Notwithstanding the provisions contained in paragraph (a) above, the Board may reduce or waive the requirement for a person to upgrade his/her qualifications where that person's professional development and teaching experience are, in the opinion of the Board, sufficient to warrant special consideration.

(d) For the purposes of paragraph (a) above,

(i) the number of "years of tertiary studies acceptable to the Board" includes the full-time equivalent duration of teacher education and other appropriate tertiary studies satisfactorily completed in recognised institutions;

(ii) the number of "years of teaching experience" includes the full-time equivalent of any periods of part-time or temporary teaching experience.

(e) A person whose qualifications have been obtained in a country where English is not the first language of instruction may be required, as a condition of eligibility for provisional registration, to satisfy the Board that he/she can communicate orally and in writing at a professional level in the English language.

4. Nature of Teaching Service to Satisfy Registration Requirements

(a) For the purposes of assessing eligibility for full registration, "teaching service" is taken to mean classroom teaching experience in Queensland -

  (i) in a school to which the provisions requiring the employment of registered teachers apply;

  (ii) in a TAFE college;

  (iii) in a senior college;

  (iv) in a kindergarten or child care centre conducted under the auspices of the Department of Children's Services or the Creche and Kindergarten Association.

(b) Notwithstanding paragraph (a) above, where a provisionally registered teacher has not less than five years of previous classroom teaching experience in schools of a standard acceptable to the Board and is able to provide satisfactory references concerning such teaching experience, the Board may accept a reference and recommendation from an appropriate senior educator nominated by the teacher and acceptable to the Board in respect of professional experience in Queensland other than classroom teaching for the purposes of assessing eligibility for full registration.

5. Maximum Period of Provisional Registration

(a) Where a person has failed to complete the requirements of the Board for full registration within a period of five years or such lesser period as the Board may prescribe in a particular case after being granted provisional registration the Board may require that person to show cause as to why his/her provisional registration should not be cancelled.

(b) Where the Board is satisfied that a person has failed to complete the requirements of the Board for full registration within a period of provisional registration because of an inability to obtain employment as a teacher, the Board may grant that person a further period of provisional registration.

6. Employment of an Unregistered Person as a Teacher

(a) For the purposes of subsection (5) of Section 62G of the Act, employment as a teacher in a school providing regular instruction in a range of subjects is taken to include:

  (i) in secondary schools - being responsible for the regular teaching of Board of Secondary School Studies Subjects, Board Registered School Subjects or School Subjects to one or more students;

  (ii) in primary and special schools - being responsible for the regular teaching of a subject or subjects of the programmed school curriculum to one or more students;

  (iii) in preschools and kindergartens - being responsible for the regular provision of an educational program for children in the year before Year 1 of the primary school;

  (iv) acting as a supply teacher or other temporary replacement for a teacher employed in a school providing regular instruction in a range of subjects.

(b) Notwithstanding paragraph (a) above, employment as a teacher for the purposes of subsection (5) of Section 62G of the Act is not taken to include:

(i) the provision of religious instruction by a minister of religion or other representative of a religious society or denomination authorised by the school authority for the purpose to children who are members of the religious society or denomination of which he/she is a minister or representative or whose parents have consented to their attendance at such religious instruction;

(ii) the provision of tuition in extra-curricular cultural, sporting or recreational activities by a tutor authorised by the school authority for the purpose to children whose parents have consented to their participation in such activities; or

(iii) assistance given under the supervision of a registered teacher by a teacher's aide, parent or resource person employed or authorised by the school authority for the purpose.

(c) Where a person who is not a registered teacher is employed or authorised to assist in an activity which forms part of the educational program of a school under part (iii) of paragraph (b) above:

(i) Responsibility for the planning, implementation and evaluation of the activity and for the welfare and discipline of the students taking part should rest with a registered teacher;

(ii) A registered teacher should have the time-tabled responsibility to supervise the activity and the work of the person assisting;

(iii) The staffing schedule and daily time-table should reflect that the school is fully staffed with registered teachers (or duly authorised unregistered teachers) and that any other persons assisting in the educational program are in addition to, and not substituted for, members of the regular teaching staff of the school.

(d) For the purposes of subsection (5) of Section 62G of the Act, the exceptional circumstances in which the Board may authorise the employment as a teacher of a person who is not a registered teacher include:

(i) Employment of a person who possesses the qualifications prescribed for registration (including provisional registration) as an exchange teacher for a period not exceeding twelve months;

(ii) Employment of an unregistered person to fill a vacant position where the Board is satisfied that all reasonable steps have been taken to engage a suitably qualified registered teacher without success.

Note A In the case of a vacancy in an established subject area, the authorisation may be granted for a person to teach in the specified subject area only and shall be subject to acceptance by the Board of the arrangements made by the employing authority for monitoring the work of the unregistered teacher so employed and provided that the Board is satisfied that plans are in hand whereby the subject area may be taught wholly by a registered teacher within a period of not more than one year from the date of authorisation.

Note B In the case of a vacancy in a specialised or innovative subject area, the authorisation may be granted for a person to teach in the specified subject area only and shall be subject to acceptance by the Board of the arrangements made by the employing authority for monitoring the work of the unregistered teacher so employed and provided that the Board is satisfied that plans are in hand whereby the subject area may be taught wholly by a registered teacher within a period of not more than five years from the date of the authorisation.

7. *Applications for Restoration*

Applications for restoration from teachers whose registration lapses due to non-payment of the fee are considered on their individual merits. In making a determination in a particular case, the Board takes into account current registration policies together with such matters as the teacher's qualifications, experience and previous registration status.

APPENDIX VII

LIST OF SUBMISSIONS

1. Mr R.E. Impey, Principal, Malanda State High School
2. Mr W.W. Troyahn, Mathematics Subject Master, Springwood State High School
3. Mr R.T. Ramsbotham, Principal, Dysart State School
4. Mr J. Gregg, Principal, Oakey State High School
5. Dr J.A. Rowell, Chairman, Department of Education, University of Adelaide
6. Dr G. Triesch, German Language Adviser, Division of Personnel Services (In-Service - Secondary), Department of Education, Queensland and Ms J. Heidke, Tutor in German Curriculum Studies, Department of Education, University of Queensland
7. Dr R.D. Traill, College Fellow in Education, School of Education, Canberra College of Advanced Education
8. Mr J. Stewart, Rotary International - Mackay Zone
9. Mr G.M. Cook, Principal, Our Lady Help of Christians Primary School, Redcliffe
10. Dr B. Molloy, Head, Department of Communication, School of Business Studies, Queensland Institute of Technology
11. Dr M.T. Hewitson, Senior Lecturer, Kelvin Grove Campus, Brisbane College of Advanced Education
12. Mr T. Evans, ex-teacher, Biggera Waters
13. Mrs U.M. Farrelly, parent, Highgate Hill
14. Dr D.E. Ingram, President, Australian Federation of Modern Language Teachers Associations
15. Dr A.A. Wake, School of Education, Capricornia Institute of Advanced Education, Rockhampton
16. Dr C.D. Blake, Principal, Riverina-Murray Institute of Higher Education, Wagga Wagga
17. Mr S. Bredhauer, Peninsula Area Council, Queensland Teachers Union
18. Mr W.J. Peacock, Chairman, School Biology Project Committee of the Australian Academy of Science, Canberra
19. Ms J.M. Brooks, Camp Hill
20. Mrs P. Mitchell, President, Isolated Children's Parents' Association, Queensland Council
21. Mr C. Shea, President, Science Teachers Association of Queensland
22. Ms C. Cox, Ferny Hills
23. Mr D.J. Protheroe, St Peters Lutheran College, Crows Nest, Queensland
24. Mrs H. Christensen, Bundaberg
25. Dr N.J. Holland, Caboolture
26. Mr P. Davis, Secretary, Queensland State Special School Principals' Association
27. Dr L. Lomas, Dean, School of Education, Deakin University

28. Associate Professor D. Vandenberg, Division of External Studies, University of Queensland

29. Ms J. Cardell, Secretary, Early Education Reform Group

30. Teachers of Ashgrove State School (19 signatories)

31. Mr I.J. Weir, Queensland State Primary School Principals' Association

32. Ms L. Scott, President, Early Childhood Teachers Association Inc. Queensland

33. Mr R.J. Millican, Queensland Association TAFE Principals

34. Mr F.G. Thomas, Honorary Secretary, Townsville Branch, Queensland Council of Parents' and Citizens' Associations

35. Br. D.M. Stewart, Campus Director, Catholic College of Education, Sydney

36. Queensland Teachers Union

37. Queensland Association for Gifted and Talented Children

38. Mr P.J.V. O'Brien, General Secretary, Queensland Association of Teachers in Independent Schools

39. Mr T.D. Tinworth, Individual Development Coordinator, Pine Rivers Jaycees

40. Mr L. Murray, Toowoomba

41. Mr R. Plummer, Chairman, Queensland Family Advisory Committee

42. Dr D.C. Young, on behalf of the School of Teacher Education, Kelvin Grove Campus, Brisbane College of Advanced Education

43. Teachers of Heatley State High School (39 signatories)

44. Mr G. Bull, School of Education, Darling Downs Institute of Advanced Education

45. Mr R.P. Sadler, Deputy Chief Education Officer, A.C.T. Schools Authority

46. Dr R. Lundin, Coordinator, Continuing Education, Kelvin Grove Campus, Brisbane College of Advanced Education

47. Miss P. Roberts, Honorary Secretary, Australian Early Childhood Association, Queensland Branch

48. Associate Professor K.J. Eltis, Director, Teacher Education Program, Macquarie University

49. Dr R.F. Broadbent, Executive Director, Australian College of Education

50. Mr L.J. Dwyer, for Brisbane-North Regional Education Council

51. Dr P. Currie, Total Health and Education Foundation, Warwick

52. (a) Members of staff, School of Teacher Education, Carseldine Campus, Brisbane College of Advanced Education

52. (b) 240 second-year Diploma of Teaching (Primary) students, Carseldine Campus, Brisbane College of Advanced Education (Coordinated by Dr T.A. Simpson, Senior Lecturer)

53. Mr G. Muntz, Minister for Welfare Services, Youth and Ethnic Affairs

54. Mr J.D. Armstrong, Chairman, School of Education, Capricornia Institute of Advanced Education

55. Mr A.E. Druery, Queensland Catholic Education Office

56. Mrs M. Cooper, Secretary, SPELD Queensland Inc.

57. Honourable V. Bird, Chairman, Advisory Council for Special Education

58. Mr L.M. Dunne, Executive Officer, Federation of Parents and Friends Associations of Queensland

59. Mr G. Gallagher, Director, Institute of Public Affairs (Queensland)

60. Professor G.T. Evans, Acting Head, Department of Education, University of Queensland

61. Mr A.R. Webb, President, Bundaberg Branch, Epilepsy Association of Queensland Inc.

62. Staff members, School of Education, Darling Downs Institute of Advanced Education

63. Ms E. Rose, Auchenflower

64. Mr G.F. Berkeley, Director-General of Education, Department of Education, Queensland

65. Staff of Hendra State High School, Clayfield (26 signatories)

66. *Present Realities and Future Prospects: A Conference Report*, D. Mahoney (Ed.) 1985, Brisbane College of Advanced Education

67. Dr G. Postle, School of Education, Darling Downs Institute of Advanced Education

68. The Committee of Management of the Montessori Children's House, Toowong

69. Dr H. Stowasser, Lecturer, Academic Studies/Musicianship, Queensland Conservatorium of Music

70. Mr D. Simmons, Guidance Officer, Guidance and Special Education Branch, Department of Education, Stafford District

71. Mr C.H. Stowasser, Herston

72. Associate Professor H. Crowther, Assistant Head, School of Education, James Cook University of North Queensland

73. Mr D.J. Treacy, Principal, Vincent State School, Townsville

74. Mr B. Alexander, Atherton

75. Mrs J. Dove, Ripley

76. Ms J.M. Brooks, Camp Hill

77. Mr G. Crew (English Subject Master) and 43 signatories (staff and members of Parent's and Citizen's Association), Albany Creek State High School

78. Mr G.O. Colgan, Blackheath and Thornburgh College, Charters Towers

79. Mrs A.E. Allen, Kedron

80. Anonymous

81. Mr F.J. Crosbie, Teacher, Tingalpa State School

82. Ms A. Lanham, Teacher/Linguist, Docker River School, via Alice Springs, N.T.

83. Ms G. Jacka, Rockhampton

84. Mr J.A. Corbett, Teacher, Boonah State High School

85. Mrs L. Gardsen, Hendra

86. Mr R.S. Pearson, Kippa-Ring

87. Holland Park High School (36 signatories)

88. Mr J.E. Hawkins, Principal, and 16 signatories (staff members), Wellington Point School

89. Mrs C. Raboczi, Gifted Program Coordinator, Secondary Correspondence School, Department of Education, Queensland

90. Teachers at Stanthorpe State High School (11 signatories)

91. Mr D.L. Nelson, Cairns
92. Mr J. Bracken, Secretary, Brisbane Central Branch, Queensland Teachers Union
93. Mr D.A. McAdam, Deputy Principal, Atherton State School
94. Ms L. Reid, Teacher, Ashgrove
95. Ms S. Oliver, Sheldon
96. Ms A. Hoey, Townsville
97. Teachers of Aspley State School (25 signatories)
98. Mr P.D. Trevor, South Bundaberg
99. Mr G.F. Hutchinson, Gympie State High School
100. Mr J. Veraa, Browns Plains
101. Ms M. Wetzig, Foreign Languages Subject Mistress, Woodridge State High School
102. Ms J.A. Kirby, Bundaberg
103. Ms S. Wacker, Bardon
104. Mrs L. Lindsay, Rockhampton
105. Teachers at Stanthorpe State High School (9 signatories)
106. Mr B.J. Conquest, M.P., Federal Member for Hinkler, Bundaberg
107. Mrs M. Lockwood, Wynnum
108. Mt Cotton State School (7 signatories)
109. Staff of Pine Rivers State High School (29 signatories)
110. Mr D.I.M. Sutherland, Registrar, The General Teaching Council for Scotland
111. Ms C. Enchelmaier, Toowong
112. Ms J. Cuk, New Farm
113. Ms M. McCracken, Mansfield
114. Members of Staff, Norris Road State School, Bracken Ridge (23 signatories)
115. Mr M.F. Garrett, Fig Tree Pocket
116. Dutton Park Special School (11 signatories)
117. Mr P.A. Young, Cooran
118. Mr D.J. Morris, Wondai
119. Ms D. Sturdy, Brisbane South Regional Consultant for Gifted and Talented Children, Department of Education, Queensland
120. Springwood Central State School (27 signatories)
121. Ms G. Fatseas, Holland Park
122. Mrs H.A. England, Tarragindi
123. Mr G. Burns, Geography Subject Master, Maroochydore State High School
124. Principal and Teachers, Coppabella State School, via Mackay (4 signatories)
125. Mr M. Prouatt, Bellbird Park
126. Staff members, Browns Plains State School (31 signatories)
127. Mr F. Hughes, Catholic Education Office, Brisbane
128. Mrs M.P. Monro, Sherwood
129. Mrs W.C. Topper, Maryborough

130. Teaching staff of Toowong State School (10 signatories)
131. Teachers, Woodridge North State School (30 signatories)
132. Queensland Teachers Union, Maryborough Branch
133. Mr L.J. Stephensen, Teacher, Monto
134. Ms M. Vinson, Tinana State School, Maryborough
135. Mr E. Malone, Woodridge
136. Mrs J. Mims, Honorary Secretary, Queensland Council, Isolated Children's Parents' Association
137. Queensland Council of Parents' and Citizens' Associations Incorporated
138. Redland Bay State School (15 signatories)
139. Mr A.C. Topper, West State School, Maryborough
140-141. Southport Special School (2 submissions)
142. Mrs K. Rossmann, Ormeau
143. Mr H. Johnson, Pre-Vocational Teacher, Aspley Special School
144. Mr I. Fyfe, Roma
145. Walkervale State School, Bundaberg (40 signatories)
146. Teachers, Dutton Park State School (10 signatories)
147. Staff of Sir Leslie Wilson Youth Centre, Department of Children's Services (5 signatories)
148. Staff of Wooloowin State School (10 signatories)
149. Teachers, Capalaba State High School (67 signatories)
150-151. Teachers, Aratula State School (2 submissions)
152. Ms D. Fitzgibbons, St Joseph's School, Nundah
153. Staff, Marshall Road State School (12 signatories)
154. Staff, Mount Gravatt East State School (20 signatories)
155-175. Teachers, Kirwan State School (21 submissions)
176. Mr B.W. Vollbon, Southport Special School
177. The Staff, Elliott Heads State School, Bundaberg (4 signatories)
178. Mrs M.F. Dascombe, Goomeri
179. Mrs E.J. Johnson, Teacher, Petrie Terrace State School
180. Wynnum West State Preschool (2 signatories)
181. Lowood State School (16 signatories)
182. Staff of Brassall State School
183. Ms J. Morris, Indooroopilly
184. Jandowae State School (4 signatories)
185. Mrs D. Scotte, Seventeen Mile Rocks
186. Teachers, Rosewood State School (16 signatories)
187-188. Crestmead State Preschool (2 submissions)

189. The Staff, Charters Towers State High School (28 signatories)
190. Teachers, Burnett Heads State School (6 signatories)
191. Teachers, Mount Gravatt South State School (16 signatories)
192. Ms S. Duncalfe, Booval
193. Staff Members, Mount Gravatt State Special School (8 signatories)
194. Staff Members, Ipswich East State School (20 signatories)
195. Teachers, Gold Coast Education Centre (8 signatories)
196. Alexandra Hills State School (25 signatories)
197. Queensland Association of Mathematics Teachers
198. Mr D.R. Hay, Teacher, Capalaba
199. Staff Members, Thornlands State School (20 signatories)
200. The Staff, Wellers Hill State School (17 signatories)
201. Mr B.G. Flynn, The Gap State School
202. Teachers, Maryborough West State School (10 signatories)
203. Eton State School (5 signatories)
204. Mount Archer State School, North Rockhampton (19 signatories)
205. Staff, Bracken Ridge State School (34 signatories)
206. Mrs F.E. Jones, Corinda
207. Staff, Marsden State School (36 signatories)
208. Teaching Staff, Kingston State High School (36 signatories)
209. Staff, Rollingstone State School (2 signatories)
210. Morayfield State School (24 signatories)
211. Reading Development Centre, Kelvin Grove Primary School (2 signatories)
212. Staff, Aspley East State School (25 signatories)
213. Newmarket State High School (15 signatories)
214. Nanango State High School (26 signatories)
215. Queensland Teachers Union members of staff, Aspley State High School
216. Staff, Fortitude Valley State School (3 signatories)
217. Executive Committee, Australian Teachers of Media (Qld Chapter)
218. Teachers, Sunbury State School, Maryborough (17 signatories)
219. Staff teachers, Oxley State Primary School (11 signatories)
220. Ms E. Callister, Personal Development Program, Brisbane West Region, Department of Education
221. Members of staff, Nashville State High School, Brighton (36 signatories)
223. Teachers, Kedron State High School (70 signatories)
224. Queensland Teachers Union, North Brisbane Secondary Branch
225. Special Education Curriculum Resource Centre, Statewide Consultancy Services, Special Education
226. Ironside State School (32 signatories)
227. Members of staff, Fig Tree Pocket State School (15 signatories)
228. Teachers, Lowood State High School (36 signatories)

228. Staff, Vienna Woods State School, Alexandra Hills

229-275. Teachers, Mabel Park State High School, Slacks Creek (47 submissions)

276-306. Moranbah State School (32 submissions)

307. Mr J. O'Brien, Blackwater State High School

308-330. Blackwater North State School (23 submissions)

331. Mr D. Tappenden, Valkyrie State School

332. Staff, Caboolture East State School (27 signatories)

333. Ms K. Thomas, Gympie Southside

334. Ms J. Corfield, Parramatta State School, Cairns

335. Mr S.T. Hawken, Teacher, Cannonvale

336. Staff, Fitzgerald State School, Mackay

337. Staff members, Victoria Park State School, Mackay (22 signatories)

338. Staff members, Mackay Central State School

339. Teaching staff, Townsville West State School (5 signatories)

340. Queensland Teachers Union, Mount Gravatt Branch

341. Ms V. Whittred, Sherwood

342. Members of Staff, Hermit Park State School (15 signatories)

343. Ms K. Redman, Teacher In Charge, School of the Air, Mount Isa

344. Mr L.W. Hardwick, Kelso

345. Staff, Tinana and Park State Schools, Maryborough (17 signatories)

346. Staff, Burpengary State School (29 signatories)

347. Teachers, Musgrave Hill State School, Southport (33 signatories)

348. Teachers, Gin Gin State School (12 signatories)

349-350. Staff, Burnside State High School, Nambour (37 signatories)

351. Queensland Teachers Union, Central Queensland Area Council

352. Teachers, Mooloolaba State School (27 signatories)

353. Proserpine State High School (32 signatories)

354. Teachers, Taabinga State School, Kingaroy (18 signatories)

355. Staff, Kilkivan State School (11 signatories)

356. Mr J.R. Ottaway, Principal, Clermont State School

357. Manly West State School (20 signatories)

358. East Brisbane State School (12 signatories)

359. Members of Staff, Wynnum West State School (21 signatories)

360. Teachers, Warwick Central State School (13 signatories)

361. Biggera Waters State Preschool (17 signatories)

362. Mr B.J. Bartsch, Principal, Hercules Road State School, Kippa Ring

363. Mrs V.E. Card-Minniss, Parramatta State School, Parramatta Park

364. Staff, Airville State School (3 signatories)
365. Teaching Staff, Strathpine State School (12 signatories)
366. Murray River Upper State School (6 signatories)
367. Queensland Teachers Union members of staff, Ravenshoe State School, Primary and Secondary Departments
368. Ms A. Hawes, Mackay
369. Teachers, Northview State School, Mackay (9 signatories)
370. Staff, Happy Valley State School, Mount Isa
371. Mr D. Martin, Mount Morgan Central State School
372. Staff, Cawarral State School (4 signatories)
373. Teachers, Boondall State School (18 signatories)
374. Staff, Kallangur State School
375. Cooroy State School (19 signatories)
376. Members of staff, Beenleigh State School (26 signatories)
377. Mrs L.J. McNeill, Park Ridge State Pre-School Centre
378. Mrs R. Case, Teacher In Charge, Cairns West Pre-School Centre
379. Teachers, Noosa District State High School (33 signatories)
380. Teaching staff, Toowoomba East State School (30 signatories)
381. Ms M. Hile, Glennie Heights State School, Warwick
382. Staff, Bucasia State School (10 signatories)
383. Staff, Serviceton South State School
384. Ms V. Kann, Corinda
385. Staff, The Hall State School, Rockhampton (10 signatories)
386. Mr G.L. Crosswell, Primary Principal, Rockhampton
387. H. Orme, Blackwater North State School
388. Ms P. Parker, Teacher, Coopers Plains
389. Kepnock State High School, Bundaberg (54 signatories)
390. Teacher, Belgian Gardens Primary School, Townsville (14 signatories)
391. Teachers, Zillmere North State School (12 signatories)
392. Nambour State High School, Sub-branch of the Queensland Teachers Union (52 signatories)
393. Mr G. Roberts, Redland Bay
394. Mr G.D. Murray, Principal, Broadwater State School, Stanthorpe
395. Teachers, Farleigh State School (5 signatories)
396. Staff, Tamborine Mountain State School (6 signatories)
397. Mr D. Pisani, Emerald State School
398. Ms I. Larsen, Teacher, Hill End
399. Teaching staff, Buddina State School (30 signatories)
400. Teaching staff, Coopers Plains State School (11 signatories)
401. Teachers, Secondary Correspondence School, West End (22 signatories)
402. Eimeo Road State School, Mackay (10 signatories)

403. Mr C. and Ms K.M. Van Eldik, Sunnybank Hills
404. Mr G.J. Murphy, Bucasia
405-408. Glennie Heights State School, Warwick (4 submissions)
409. Early Childhood Teachers Association, Spring Hill
410. Mr R.H. Putland, Eimeo Road State School, Mackay
411. Teachers, Camp Hill State High School (31 signatories)
412. Staff, Mount Gravatt State High School (33 signatories)
413. Ms K. Lehane, Tarragindi
414. Mr I.M. Yeates, Queensland Teachers Union representative, Toowoomba Special School
415. Teachers, Dalby State High School (52 signatories)
416. Mr K.G. Thompson, Principal, Dalby State High School
417. Jamboree Heights State School (11 signatories)
418. Teachers, Home Hill State High School (29 signatories)
419. Staff, Rasmussen State School (22 signatories)
420. Teachers, Bundaberg State High School (57 signatories)
421-422 Glennie Heights State School, Warwick (2 submissions)
423. Moorooka State Preschool Centre (2 signatories)
424. Mr M.J. Kelly, Palm Beach
425. Mrs L.M. Trenfield, Parramatta State School, Cairns
426. Mr A.R. Trudeau, Aspley Special School
427. Miss O.F. Cutmore, Glennie Heights State School, Warwick
428. Queensland Teachers Union, Darling Downs Central Branch
429. Mitchelton State High School (39 signatories)
430. Staff members, Everton Park State School (22 signatories)
431. Ms B. Dean, North Rockhampton
432. Staff, Glenmore State School, North Rockhampton (37 signatories)
433. Mrs D.D. Price, Edge Hill, Cairns
434. Mr J.V. Burgess, Mitchelton State High School
435. Queensland Teachers Union members, Kenmore State High School
436. Queensland History Teachers Association, Spring Hill
437. Staff, Veresdale Scrub State School, via Beaudesert (2 signatories)
438. Teachers, Rangeville State School, Toowoomba (32 signatories)
439. Staff, Bremer State High School
440. Mrs S.R. Dalziel, Goodna
441. Staff, Moranbah State High School
442. Staff, Queens Beach State School, Bowen
443. Ms Y. Lee, Prospect Creek State School, Biloela
444. Maryborough West State School (2 signatories)

445. Mrs S.L. Jarman, Parramatta State School, Cairns
446. Teachers, Berserker Infants State School (8 signatories)
447. Mr P. Armit, Remedial Teacher, Mackay District Guidance Office
448. Staff members, Mudgeeraba State School (33 signatories)
449. Teaching staff, Bribie Island State School (24 signatories)
450. Bargara State School, Bundaberg (9 signatories)
451. Queensland Teachers Union members, Ferny Grove State School
452. Mr S.R. Rasmussen, Principal, The Gap State High School
453. Mount Garnet State School (8 signatories)
454. Teachers, Southport State School (11 signatories)
455. Ms J.J. Carlson, Mackay District Guidance Office
456. Members of teaching staff, Kawana Waters State High School (15 signatories)
457. Ms L. Frances and Mr R. Marshall-Radcliff, Education Officers, Department of Education
458. Meanjin Reading Council of the Australian Reading Association
459. Queensland Association for Drama in Education
460. Teacher, Bundaberg West State School (19 signatories)
461. Staff, Dysart State School
462. Staff, Maroochydore State School (35 signatories)
463. Mr P. McK. Smith, Teacher-Librarian, Ingham State High School
464. Woongoolba State School (6 signatories)
465. Staff, Coolum State School (22 signatories)
466. Mrs Y.S. Kogler and Ms S.M. Wright, Ashmore
467. Teaching staff, Caloundra State School (28 signatories)
468. Ms H. Gow, Mackay District Guidance Office
469. Toowoomba Chamber of Commerce
470. Staff, State Special School, Royal Children's Hospital, Brisbane
471. Warrigal Road State School (21 signatories)
472. Staff, Tolga State School (9 signatories)
473. Staff, Shailer Park State School (35 signatories)
474. Teaching staff, Wooroolin State School (4 signatories)
475. Speld Qld. Inc., Milton
476. Innisfail and District Branch, Queensland Teachers Union
477. Mr J.T. Goggin, Principal, Burnside State High School
478. Staff, Lawnton State School
479. Teachers, Goondi State School, Innisfail (9 signatories)
480. Camp Hill Branch, Queensland Teachers Union
481. Cairns South Branch, Queensland Teachers Union
482. Australian Association of Special Education (Brisbane Branch)
483. Mr F. Toben, Goroke, Victoria